



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**Combating Child Labour
in Hazardous Work
in the Salt Production, Rubber
Plantations and Fish/Shrimp
Processing Sectors in Cambodia
CMB/01/P51/USA
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A Final Evaluation Report

By

An Independent Evaluation Team

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EXECUTIVE SUMMARY

The International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC) is currently completing the Project to Combat Child Labor in Hazardous Work in Salt Production, Rubber Plantation and Fishing Sectors in Cambodia. The development objective was to contribute to the progressive elimination of child labor in these sectors *'by removing children from hazardous employment and working conditions and preventing more children from entering workplaces through direct assistance and capacity building programmes'* (Project Document p.34)¹.

Ten agencies in four locations implemented the action programs during a period ranging from 20 to 26 months. The agencies were the Child Labor Unit of the Ministry of Social Affairs in Phnom Penh, and the departments for Social Affairs, for Education and three NGOs in each of the three provinces. The national office of ILO-IPEC with technical back-stopping from ILO Bangkok coordinated the project.

The project was divided into four components: policy development including program planning, research and documentation; capacity building; targeted social protection; community empowerment and community-based child labor monitoring.

The project intended to remove 900 children from hazardous work and prevent 2,600 working children to enter this work. In the course of the project the definition of 'removal' was adjusted to include children whose working hours has been reduced. 796 children have been fully removed from hazardous work and working hours are reduced for 484 children, a total of 1,280 children². 4,245 children were prevented from moving into hazardous work, many more than intended. The project aimed also to heighten the capacity of national, provincial and community level agencies and organizations in Cambodia to plan, initiate, implement and evaluate action to prevent and progressively eliminate child labor, especially those in hazardous work situations. The project started in November 2001 and Action Programs were scheduled for closing before 15 November 2004. The project itself was extended to 31 December 2004. The total budget amounted to close to one million dollars granted by the US Department of Labor.

The project design was sound, recognizing the need for a bridge between the complementary implementation areas policy development, capacity building, social protection and community mobilization. Project implementation was quite smooth overall, with activities being implemented as designed. The overall impression of the Mission was one of commitment and purpose. There are variations among the stakeholders but no one wants to withdraw their involvement. The achievements of the project are more than satisfying.

The project has achieved nearly all of its intended objectives. Although policy development by means of '*Prakas*' (Ministerial Order) remains wanting it was never a realistic goal to achieve approval of all legal procedures within a period of 2 years.

¹ The project defines removal or withdrawal as: *'.. initiate carefully targeted interventions aimed at the systematic withdrawal of children from full-time or/and hazardous work in selected locations'* (Proposal p. 26). Prevention is defined as: *'.. will be prevented from moving into hazardous work considered as the worst forms of child labour in [selected] locations.'* (Project Proposal p.34)

² The Project proposal defines 'prevention' not in more detail than the note above. However, during implementation children were prevented to enter hazardous work through awareness-raising and community activities (e.g. income generation). The Mission has used this as working definition for the purpose of the evaluation.

The fact that the ground-laying *Prakas* has been approved within this period is a feat in itself. Six more *Prakas* were developed but are pending government approval. Also provincial Plans of Action and a National Plan of Action regarding child labor were developed. This demonstrates the capacity at national level that was developed through the project and is a sign of commitment towards elimination of hazardous child labor by the Royal Government of Cambodia. An indication for the motivation to move forwards with elimination of child labor was the issuing of 'Provincial Instructions' in lieu of the *Prakas*. This measure though not enforceable provided inspectors with a tool for inspections. This shows the inventiveness of the provincial implementing agencies and the capacity that has been built. However, all agencies need more capacity building while structural improvements at ministry and provincial level are called for to assure sustainability.

Learning activities and incentives for children and parents were part of a comprehensive package of interventions. The approach to awareness raising and training for education staff at all levels was comprehensive. The project fit well within the education ministry's structure, mandate, and other development programs. This bodes well for mainstreaming the overall approach.

Employers and families have become more aware of child rights and the dangers of hazardous work conditions for their children. Some employers have voluntarily taken actions to improve working conditions but they remain few. The conditions at the rubber plantations have not much improved mainly because the owners reject to take responsibility for child labor. The project raised awareness about child labor issues at public schools through promotion campaigns. 32,933 children received Child Labor sensitizing through community monitors and child peer group education. 3,263 parents and 871 employers attended awareness or sensitizing sessions.

The most successful intervention was the seed money loaned to groups of families. These income generation activities have had a more profound effect on removal of children from hazardous work than monitoring activities. Without a seed money scheme future removal of children from hazardous work will be less effective than during the past project. Many of these Self-Help Groups have begun to save money that has been used to loan seed money to others. Virtually all members of SHGs took their children out of hazardous work and to school or vocational training. The job skill training interventions, especially the apprenticeship based approach, offers young people a real chance to earn income and stay out of hazardous work.

The project has been completed but a last accomplishment has been the development of a national Time-Bound Program (TBP) that includes more sectors of hazardous work but will build further on the results to the project. The Mission was tasked to provide recommendations for this National Project. A selection of the most essential recommendations out of 19 follows:

Recommendations:

- ◆ *Those trained under the project should continue to form part of the education cohort under the national TBP. Also CLC teachers in the three sectors should continue to receive training.*
- ◆ *The national TBP should provide the MOEYS with additional support to integrate child labor issues into the national curriculum and pre- and in-service teacher training programs.*

- ◆ *The special problems of at-risk children who are part of migrant populations needs to be addressed in the national TBP.*
- ◆ *The national TBP should provide for an assessment of learning outcomes by utilizing existing testing instruments and providing technical assistance to the MOEYS to analyze the data.*
- ◆ *The national TBP should enable all children to leave hazardous work, but should focus especially on children under 16 year, while improving safety and occupational health for all (child) workers.*
- ◆ *The national TBP should commission studies to assess which inputs are required to encourage grow of locally based small entrepreneurs. Consequently funds need to allocated and action taken to realize this growth.*
- ◆ *The national TBP should make special efforts to identify and introduce strategies to enable more children from migrant or marginalized families to leave hazardous work.*
- ◆ *The national TBP should continue the seed money scheme or introduce alternative income-generating assistance to parents and more opportunities for migrant and marginalized families to participate in income-generation activities should be realized.*
- ◆ *The provincial Child Labor Committees should make decisions more democratically and comprise of three voting blocs, namely government, employees (represented by unions and NGOs) and employers. Each bloc should have one vote.*
- ◆ *The national TBP should put measures in place to follow-up on the progress of the policy development activities and put pressure on policy-making bodies, like Labor Advisory Council and Ministry to proceed with the process of legalization.*
- ◆ *The national TBP should encourage ministerial and provincial committees (to continue) to develop procedures and to put the proper mechanisms in place for enforcing the Prakas.*
- ◆ *The national TBP might consider strengthening the capacity of Provincial Labor Departments in guidance and job placement in order to help institutionalize the function within the overall government structure.*

ACRONYMS

CCBO	Catholic Child Bureau Organization (local NGO)
CCPCR	Cambodian Center for the Protection of Childrens' Rights (local NGO)
CL	Child Labor
CLC	Community Learning Center
CLU	Child Labor Unit (at central level)
CNCC	Cambodian National Council for Children
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
KTO	Kaksekor Thmey (local NGO)
MCCL	Municipal Committee on Child Labor
MDEYS	Municipal Department of Education, Youth and Sports
MDSALVY	Municipal Department of Social Affairs, Labor, Vocational Training and Youth Rehabilitation
MOEYS	Ministry of Education, Youth and Sports
MOSALVY	Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation
MTE	Midterm Evaluation
NA	National Assistant
NFE	Non-formal Education
NGO	Non-governmental Organization
NPA	National Plan of Action
NSC-CL	National Sub-committee on Child Labor
OHS	Occupational Health & Safety
PCCL	Provincial Committee on Child Labor
PDSALVY	Provincial Department of Social Affairs, Labor, Vocational Training and Youth Rehabilitation
PDEYS	Provincial Department of Education, Youth and Sports
PPA	Provincial Plan of Action
TBP	Time-Bound Program
ToR	Terms of Reference
TSEC	Trafficking and Sexual Exploitation of Children

Map of Cambodia



INTRODUCTION

1.1 THE PROJECT

The project development objective was to facilitate the reduction of hazardous child labor, in particular in the salt production, rubber plantation and fishing / shrimp processing sectors in Cambodia through enabling children to leave hazardous work and preventing other children to enter such workplaces:

- Strengthen the capacity of national and community level agencies and organizations *‘to plan, initiate, implement and evaluate action to prevent and progressively eliminate child labor, especially those in hazardous work situations.’*
- Remove 900 children working in salt production, rubber plantations and fishing / shrimp processing sectors from *‘hazardous employment and working conditions; and 2,600 working children will be prevented from moving into hazardous work considered as the worst forms of child labor in the same locations.’*³

The main strategies employed to achieve this were: 1) policy development through studies, formulation of plans of action and program documentation; 2) capacity building of the partners organizations; 3) social protection through re-entry in the school system, providing vocational training, income generation support, primary health and nutritional services, and opportunities to improve working conditions and training on occupational health and safety; and 4) community empowerment and community-based child labor monitoring system.

Ten Action Programs were implemented by ten partners. ILO-IPEC served as the executing agency. The selection of each partner was made in consultation with the IPEC National Steering Committee and local committees organized under this project using selection criteria for IPEC implementing agencies. The partners in the project were situated in Phnom Penh (Ministry of Social Affairs) and in the three project sectors. In each of these areas the Department of Social Affairs, Department of Education and one local NGO were involved. The project lifetime was planned for 30 months with 24 months intended for each action program. However, due to start-up problems some action programs had a shorter lifetime.

The ten Action Programs are:

- (1) Social Mobilization for the elimination of child labor in hazardous conditions of fishing work in Sihanoukville.
- (2) Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Sihanoukville.
- (3) Community mobilization and empowerment for the elimination of child labor in hazardous conditions of salt production work in Kampot province.
- (4) Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Kampot province.
- (5) Strengthening and mobilizing the role of teachers as part of

³ See Notes 1 and 2

support for the elimination of child labor in Kampot province.

- (6) Community mobilization and empowerment for the elimination of child labor in hazardous conditions of rubber plantation work in Kampong Cham province.
- (7) Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Kampong Cham province.
- (8) Strengthening and mobilizing the role of teachers as part of support for the elimination of child labor in Chub Rubber plantation in Kampong Cham province.
- (9) Strengthening and enhancing the role of the MoSALVY in combating the hazardous forms of child labor in Cambodia.
- (10) Strengthening and mobilizing the role of teachers as part of support for the elimination of child labor in the fishing sector in Sihanoukville.

Research, Planning and Documentation have been undertaken or implemented by individual consultants, NGOs or research institutions in collaboration with ILO-IPEC. *Social Protection* activities were implemented by experienced local NGOs and government agencies with proven success in working on development issues. The idea was that this would increase the sustainability of program delivery and/or impact. It was the intention to involve employers' and workers' organizations whenever possible, as their support and participation is crucial in gaining access to working children and their families and in keeping workplaces free of child labor. In reality none of these organizations were invited to participate in the implementation. *Community empowerment and community watch* schemes have been implemented by NGOs with experience in conducting training and awareness-raising activities for stakeholders and target communities. For the latter, the local labor inspectorate's previous training and high commitment enabled it to take a proactive role in monitoring. Local labor inspectorates and local communities have been involved at a capacity building level. This strategy aimed to hand-over responsibility towards the end of the project. Consultants have provided technical advice on maintaining computer-aided child labor monitoring systems and accompanying databases.

The IPEC country project team and consultants provided on-the-job training to program partners for *Capacity Building*. Legal and occupational safety and health specialists strengthening child labour legislation and its local/sector level application. Media and advocacy consultants were recruited to assist in awareness-raising.

The program has built effective partnerships and close working relations with current ILO-IPEC program partners. For example, provincial training centers of the Ministry of Education, Youth and Sport (MoEYS) accepted candidates for vocational training and the Women's Media Centre of Cambodia (WMC) carried out child labor awareness-raising programs.

1.2 METHODOLOGY

1.2.1 Scope and Purpose

The scope of the evaluation includes all project activities including Action Programs. The evaluation will look at the project as a whole. The purpose of the final evaluation is to assess whether the objectives of the project were achieved at policy level, community level and beneficiary level. The evaluation will assess effectiveness of the project implementation, analyze strategies, document lessons learned and potential good practices, and will provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in Cambodia. A focus will be on effective models of intervention.

1.2.2 Approach

The Team Leader in consultation with the team members developed an evaluation methodology that was most appropriate in view of the requirements of the ToR, the local situation and the Mission conditions. The intended approach was communicated to ILO's DED prior to the commencement of the Field Mission. The full text is added to the ToR in the Appendices part, Annex A. An excerpt of the main approach follows below.

The Evaluation focused on the project as a whole looking at project design, implementation, lessons learned and replicability. Effective models of intervention have been identified and recommendations are made for the Time Bound Program in Cambodia.

Mission

During the preparation and desk review phase a two-day visit to the project areas in Sihanoukville and Kampot has been made. After extensive briefing both evaluators have prepared the evaluation plan.

The main approach has been working from top-down to assess the policy development and structural mechanisms, and views of central-level key-persons and stakeholders. Interviews have been conducted with the former project manager of ILO/IPEC and with the former head of the ministerial implementation unit to assess the start-up and mid-term part of the project.

The main approach has been working from down-upwards to assess implementation, intervention models, capacity level and achievements through field visits, observations and interviews. At the same time a top-down approach has been used to assess the provincial structures and local policy development using group interviews with members of the local Committees on Child Labor, while (groups of) members representing government and civil society have been interviewed to hear their views.

Feedback Workshop

At the end of the field mission a ½ day workshop has been held to present the preliminary results and invite stakeholders to give their feedback.

1.3 EVALUATION CONDITIONS

1.3.1 Team

The Team comprised of three members: Team leader⁴, a trained Social Anthropologist with ample experience in evaluating development projects, in particular in the Cambodian context. His role was taking the lead, design the Mission and prepare and finalize the report. Another team member⁵ brought long-time experience in development projects in the education field as well as in performance evaluations. A third team member⁶ is a Cambodian national with much experience in field assessments.

The terms of reference were very extensive while the team was relative small. To conduct the Mission as efficient as possible the focus on three main implementation approaches (components) was split among the members, subject to their specialization. The team leader focused on monitoring and inspection, the second member focused on education & capacity building, and the national consultant focused on community mobilization. All team members focused on the fourth component policy development. Despite the specific focus all field visits were made together.

1.3.2 Time Frame

The total period for the Final Evaluation was 25 October -- 22 November 2004, with revision of the draft report from 4 -- 12 December 2004. The circulation period for the draft report (23 November till 3 December) coincided with a week of national festivities in Cambodia (22-28 November) which might have affected the input by local stakeholders.

Available time for the whole Mission was very limited; in total 60 days of which 11 days for document review and preparation, and 15 days for reporting (including final report preparation). Time for actual assessment was therefore limited to 34 days. Travel to the three major project sectors required 3 days for each member – in effect reducing the Field Mission to 23 team days or 7½ days in the field for each member. In view of the many activities of the project – 10 Action Programs and 4 major approaches – this is a very short period to make a proper assessment. Further, the Mission's time was constrained with two national holidays falling in the field visit period. Despite this time limitation the Team is confident that through the active cooperation of all implementing agencies sufficient observations are made and enough relevant data has been collected to allow for a proper assessment of the project's achievements.

However, due to these time constraints the Team could not select many of the issues listed in the ToR 'Suggested Aspects to be Addressed' for special review.

1.3.3 Field Visits

The field visits were well organized and the Team could maximize the time needed for these visits. Beneficiary and community member interviews were conducted during the field visits, by all team members but in particular by the National Assistant (NA). The last-minute addition of the NA on request by the Team

⁴ John Vijghen

⁵ Kathryn Johnston

⁶ Huot Sovanneary

Leader has contributed much to the final assessment. A list of site visits as attached in the Appendix.

1.3.4 Documentation & Data

The project is very 'heavy' in terms of documentation, such as progress reports, guidelines and studies. The most relevant documents were the Mid-Term Evaluation report which the Team used as a reference during the field assessment; the Good Practices and Lessons Learned report that not much can be improved upon and has been used by the Team for the relevant sections in the report; and the series of Workshop Proceedings to design the National Plan of Action. Other useful documents were guidelines for inspection and materials for capacity building.

The data provided by the project was sufficient for the Team's assessment. However, to get this data required special requests from the respective Team members. One would have expected that the wealth of data provided by the project partners would have been assimilated in a more systematic manner as a basis for management control (has the intended target group been reached) and for target group assessment (what are the main characteristics and how did they change over time). For example, the Mission was interested to get statistics of the removed children like family background, education level, place of origin (migrant families). This data is collected by the implementing agencies. The designer of the database informed the Mission that producing such statistics would be possible. However, the current national staff lacks the computer/database proficiency needed to produce that kind of data.

1.3.5 Cooperation

Team was impressed with the level of cooperation by the project staff, implementing agencies and committees on all levels. If the cooperation experienced by the Mission is an indication of the level of cooperation between the project partners then not much could be improved in this respect.

2 PROJECT DESIGN

The project design is comprehensive and covers all relevant and important aspects required for a proper implementation. Having said this, we noted two flaws and one inconsistency about gender in the project proposal which have effected the implementation to some extend.

2.1 THE DESIGN

2.1.1 Migratory Patterns

The first flaw relates to statements about the nature of the target population and target area. The document cautioned that specifying numbers of beneficiaries is difficult because families are *migratory and mobile*. It is also said that in the rubber plantations exist a risk of *non-cooperation* by owners to get access to children (Project Proposal p. 22). The problem of the high proportion of migrant families in the salt sector is discussed in the section '*Sector-specific Interventions*' of the project proposal. It is called a challenge and suggestions are made to adjust 'educational, skills training and income interventions' (p. 32). Similarly, the problem of the '*feudal and patriarchal nature of the plantation economy*' is mentioned (p. 33). However, nowhere in the project document is discussed in any detail **what** to do to overcome these constraints when implementing the action programs.

The Mission indeed found that no implementing partner has affected a resolution to address problems of migrant families or cooperation of plantation owners. Of course, these agencies do have knowledge about the effect of migratory patterns or non-cooperative attitudes on their activities but they could not find guidance in the project document on how to deal with these *at the start* of the project anticipated problems.

2.1.2 Exit-strategy

The second flaw is the lack of any reference to an exit-strategy. Although the Team found that nearing the end of the project efforts were made to mitigate the problems anticipated during the transitional period after the termination of the project, the fact remains that there will be a gap of a few months between the project and the Time Bound Program (TBP). This gap was anticipated by the project staff and while mitigating measures were discussed no resolution was realized at time of the Evaluation.

2.1.3 Gender Concerns

The project document is explicit in addressing the gender related working conditions in the various work places. The proposal points to the high proportion of girls not attending school (36% girls versus 28% boys) and a higher proportion of work-related illnesses among girls than boys in the salt sector. The document notes that *'the program will assist female child workers access education and [...] skills training and income alternatives'* (p. 33). However, in terms of targeting the project design fails to adhere to the above. Output 2.1 states that 53% girls and 47% boys will be removed from hazardous work in the salt sector. Outputs 2.2 and 2.3 list that *'an equal number of boys and girls'* will be removed. Taking into account the higher population proportion of women in the country means in effect that boys have been preferentially targeted. Further, no other gender specific concerns are mentioned in any other part of the document.

2.1.4 Education and Training

The pedagogic approach to children involved in hazardous labor was sound from an education perspective and the education and training options made available were appropriate to their needs. While not unique in the Cambodian context, this project was the first time that non-formal education (NFE) in a community context was paired with other initiatives in a comprehensive approach aimed at removing children from hazardous work situations. The design recognized that children coming out of a working environment would range in age and educational background and would need remedial training in an intermediary environment to help them transition from work to education and training. This bridge was to be provided by the Community Learning Center (CLC). Unlike formal education, the CLC was designed to be "child-centered," that is, to focus specifically on the needs of children. It tacitly acknowledged that target beneficiaries might have to continue working at least part of the day and allowed for the scheduling of classes when children would be available.⁷

The project also recognized that keeping children out of hazardous work situations meant giving them sufficient education and training to be employable elsewhere. This need was met by returning them to primary school or, in the case of older children, streaming them into vocational training. Acknowledging that age

⁷ Under Cambodian law, children 12 years old and over are allowed to do certain forms of "light work" for hours per day provided the family requires the income for survival and the children are allowed to primary attend school.

would be an important factor in the placement of children after CLC study and planning accordingly was strong feature of project design.

Incentives to keep children studying and out of hazardous work situations were appropriate and complemented other project activities focused on awareness raising and compliance. Younger children were to receive the clothing and materials necessary to return to school. Older children were to be put in vocational training situations where their basic needs for food and shelter would also be met. Parents were to be provided money to start small businesses whose income would offset that lost when children stopped or reduced the time spent working. Skills training was designed to lead directly into alternative employment that would pay better and be less dangerous than the work previously done.

The project design effectively addressed the problem of child labor in a broader educational context through awareness raising and training. Provincial education staff was to be mobilized and educated about child rights and child labor. Primary school teachers were to be sensitized and trained to better cope with re-entrants and help other children in the community stay out of hazardous work situations as well as address child labor and child rights issues in the classroom. Schools were to be provided materials (posters, leaflets) that graphically depicted potential safety and health problems at the worksites.

2.2 OBJECTIVES

The problem analysis is well thought-out and properly researched. Also, what has been done to date to combat child labor by the potential partners was taken into account in designing the project. This demonstration of the motivation of partners is a good foundation for the project. The planned inclusion of employers' and workers' associations, and local Non-Governmental Organizations (NGOs) as stated in the project proposal is an important factor without which the role of these stakeholders in some cases would have been less recognized by the government agencies (p. 24).

The development and immediate objectives are clearly stated in the body text and in an attached logframe. However, the proposal fails to specify objectives below the level of '*immediate objectives*'. For example, Immediate Objective 2 aims to achieve the removal of 900 children. Comprehension of immediate objectives would have been facilitated if more specified objectives were added that, for example defined the numbers of children re-entering primary school or enrolling in skills training. Such targets are found at other places in the document.

There is no absolute need to define the indicators in a project proposal to a measurable or time bound level to be 'SMART'⁸. This could be part of the project start-up period and preparation of a Monitoring Plan so long as the indicators are sufficiently systematic, realistic and appropriate. However, the project proposal had no provision for the preparation of a Monitoring Plan. The project proposal states that the 'Revised list of indicators and targets as part of revised monitoring plan, will be attached to the progress reports' (p. 51). Although we have found such revisions, the stated indicators can not be characterized as being SMART to the full extent. Also, the design fails to list external factors in this section that might affect the results and are mentioned in other parts of the document.

⁸ Systematic, Measurable, Appropriate, Realistic, Time bound.

2.3 VALIDITY

In an overall sense the design is logical in its presentation and discussions. It would have been a minor improvement to put the section on Objectives before the Proposed Strategy (p. 34-41 to p. 26). The design is strong in a coherent linkage of inputs, activities and outputs. The roles and commitments of project partners are clearly defined. The only aspect that might require revision is including a preparatory phase before the implementation of project activities begins. During such a preparatory phase commitments by potential partners can be formulated, project staff can be hired and oriented, a monitoring plan can be designed and other preparatory work done. This would avoid ‘eating’ time from project implementation periods and facilitate alignment of time periods among partner organizations. The latter aspect is important for capacity building activities and progress reporting.

3. EXECUTION

The project was executed by ILO/IPEC staff, both in Cambodia and in Bangkok. The sector offices acted as a focal point for provincial activities, providing support to the local partners and upgrading / translating the partner progress and financial reports. The Phnom Penh-based national office played the role of central office, bringing partner agencies together for capacity building, compiling project progress and financial reports for forwarding to ILO Bangkok. The Bangkok sub-regional office functioned as technical back-stopping agency, providing technical consultancies and signing off on financial payments.

3.1 OPERATION

3.1.1 Budget & Payments

The ToR for the Mission does not include a review of the budget or the project's financial performance. However, it is important for an overall impression to know how much of the budget has been allocated for program activities that directly benefit the target group. Project core and personnel costs of the implementing agencies and IPEC national office might be viewed as necessary for the implementation of target group activities (e.g. the inspection of hazardous work places could not take place without salary payment to the inspectors or coverage of their visit expenses). The budget was used according to plan (final revision no. 27). A total of 48.6% of the budget was allocated to Action Programs; 2% for training and seminars; 22.1% for the IPEC national staff and office costs; 9.3% was used for various costs, including a vehicle for the Phnom Penh office. At least 72% was used for implementation and direct supporting activities. See the table for more detail.

Budget Category	US\$	%
Missions	64,888	6.5
National Personnel	221,098	22.1
Action Programs	469,149	46.9
Training	22,109	2.2
Seminars	3,632	0.4
Equipment, Vehicle and Sundry	92,612	9.3
Support Costs	113,554	11.4
Contingency	12,268	1.2
Total	999,310	100

Source: ILO/IPEC Bangkok 8 Dec 2004 Training budget source: IPEC PP 13 Dec 2004

The Mission failed to obtain an explanation for the relatively modest training budget of \$22,107 (2.2%) - of which \$3,209 was granted by UNESCO - in view of the importance attached to capacity building and the overall size of the budget. One would have expected a higher training budget for a project of this nature and size, especially in view of the demand for further training by the implementing agency staff.

The time-consuming procedure of checking payment vouchers at the Bangkok office was not anticipated at the start-date. The sub-regional officers felt this necessary because of limited financial-management capacity at the national office. For example, financial reports submitted by the national office often included financial mistakes and/or reports were submitted past the deadlines. This long

communication path for payments partly caused one of the main constraints for implementation. The late payment of installments caused in several cases hiatus between implementation phases and delays of activities for lack of liquidity at the Action Program implementing agencies. The sub-regional and national office made efforts to find a resolution for these delaying factors, but partly due to staff turnover, without result.

3.1.2 Intention versus Action

The execution was focused on achievement of the objectives and both national level and provincial level agencies have performed well in this respect. The partner organizations contributed and interacted as planned. The project complied with international labor standards. Through encouraging improvements to working conditions and a gentle but steady inspection approach which followed nationally designed guidelines the project was able to some extent to promote relevant child labor standards.

3.1.3 Gender Planning

The project made a profile of the target group in various sectors which included data about working girls and local gender-related practices. However, the project did not engage in a profound gender analysis of the target groups. The limited gender planning listed in the project proposal (see 2.1.3 above) has been applied consistently – the partner agencies did not wander beyond the parameters set by the project targets nor request more flexibility in defining the actual target group. In this sense benefits accrued a bit more ‘equally’ to boys than girls.

Where it concerned the family-based credit for income generation the family representatives were mostly women. Also more girls benefited from vocational training than boys. However, it must be said that both these factors are based mostly on local customs (traditionally women keep the ‘purse’) and conditions (there are more training opportunities for girls).

3.2 INPUTS

3.2.1 International

The main financial input to the project was made by the US Department of Labor (US-DOL). ILO Geneva and ILO Bangkok contributed through personnel and technical back-stopping. ILO Cambodia contributed by hosting the project staff and providing local-level back-stopping and support.

3.2.2 National Inputs

The input by the Royal Government of Cambodia consisted of the involvement by the partner government departments (two in each sector) and providing office space and personnel. Departmental budgets were used to a very limited extent due to the limited financial resources of the government agencies. The NGOs covered overhead costs in some cases (e.g. CCBO in Sihanoukville) and re-allocated part of the credit interest that was allocated to the NGO for rice and other support to beneficiaries. UNESCO has contributed materially and financially to the Community Learning Centers and Training of Trainers.

Only employers in the salt sector provided input (in the form of drinking water provision to their workers and providing some building materials for Community

Learning Centers). The main form of community contribution was voluntary services as monitors, caretakers or teachers.

3.3 *OUTPUTS*

3.3.1 ILO/IPEC Outputs

The Project Proposal was based upon several baseline studies, commissioned by the ILO/IPEC office. Formal agreements with the relevant ministries, government implementing agencies and NGO partners were negotiated and formulated. Progress reports submitted by the implementing agencies were consolidated and translated.

Data on target children was maintained in a central data base. However, national project staff lacks the expertise to extract statistical data beyond providing cumulative totals of targets. For example, the Team was interested in obtaining statistics about the poverty levels versus skill training for boys and girls but the national office lacked the capacity to do this.

Two evaluation reports are the result of the project organized by ILO/IPEC: the Mid-Term Evaluation (for which each partner also provided much input) and this Final Evaluation Report. Further, the Good Practices & Lessons Learned report is an example of a very valuable study. The Proceedings and Minutes of Workshops provide a documentary base for project staff and others that constitute a kind of 'institutional memory'. Training documents developed by the commissioned training institutes are useful tool for refreshment courses. Finally, the CL Guides and Checklists developed in collaboration with the local agencies is an output that enhances the work of inspectors and monitors.

3.3.2 Implementing Agency Outputs

Progress reports were submitted by each implementing agency frequently, documenting the activities, achievements and constraints. Each partner maintained a computer or manual data base that fed into the national data base. Awareness raising and educational promotion materials have been developed by the sector-level agencies. The Child Labor Provincial Instructions and the one Prakas (ministerial decree) that has been approved and the 6 Prakas that are pending review by the Labor Advisory Council are exemplary outputs that make the combat against child labor feasible. Also the development by provincial departments and local NGOs of provincial Plans of Action on the Elimination of the Worst Forms of Child Labor (WFCL) and the formulation of the National Action Plan on WFCL are examples of significant outcomes.

3.4 *COORDINATION*

3.4.1 Management & Coordination

ILO/IPEC national office was responsible for project management and coordination of activities. At the national level the Ministry for Social Affairs was responsible for the national action program (see list above) and functioning of the Child Labor Unit. At the provincial levels partner agencies were each responsible for implementing their respective action program to conform with the project proposal and individual agreements. Overall management by the national office was adequate but constrained by staff turnover and, in some cases, limited capacity (see 3.1.1). Coordination by the national office was apparently well done.

Having said this, mention need to be made of one major constraint that has effected efficiency and required much more time than would be efficient. The original 10 Action Programs were concluded after period of half to one year. With the extension of the project, all on-going Action Programs needed extensions. Due to time constraints and to avoid sending addendums with total cost increase for clearance to procurement at headquarters, a decision was made to create 2nd phases of each Action Program to continue the same activities instead of extensions. However, this caused complicated situations later-on where each implementing agency needed to deal with two bank accounts (to close the bank account from the first Action Program and to open a new bank account for the 2nd Action Program). It also caused that Action Programs were burdened with additional reporting (final output reports, final financial reports, etc.) Those additional reports have become a huge burden on both implementing agencies as well as on IPEC management.

List of Action Programs

ACTION PROGRAM TITLE	Implementing Agency
1. Social Mobilization for the elimination of child labor in hazardous conditions of fishing work	Catholic Child Bureau Organization (CCBO-Sihanoukville)
2. Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Sihanoukville	Municipal Department of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MDSALVY-Sihanoukville)
3. Community mobilization and empowerment for the elimination of child labor in hazardous conditions of salt production work	Cambodian Center for the Protection of Children's Rights (CCPCR-Kampot)
4. Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Kampot province	Provincial Department of Social Affairs and Labor (PDSALVY-Kampot)
5. Strengthening and mobilizing the role of teachers as part of support for the elimination of child labor	Provincial Department of Education, Youth and Sport (PDEYS-Kampot)
6. Community mobilization and empowerment for the elimination of child labor in hazardous conditions of rubber plantation work	Kak Sek Kor Thmey (KTO-Kampong Cham)
7. Strengthening and capacitating labor inspectors and committee on child labor in combating hazardous child labor in Kampong Cham province	Provincial Department of Social Affairs and Labor (PDSALVY-Kampong Cham)
8. Strengthening and mobilizing the role of	Provincial Department of Education,

ACTION PROGRAM TITLE	Implementing Agency
teachers as part of support for the elimination of child labor in Chub Rubber plantation	Youth and Sport (PDEYS-Kampong Cham)
9. Strengthening and enhancing the role of the MoSALVY in combating the hazardous forms of child labor in Cambodia	The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MoSALVY-Phnom Penh)
10. Strengthening and mobilizing the role of teachers as part of support for the elimination of child labor in the fishing sector	Municipal Department of Education, Youth and Sport (MDEYS-Sihanoukville)

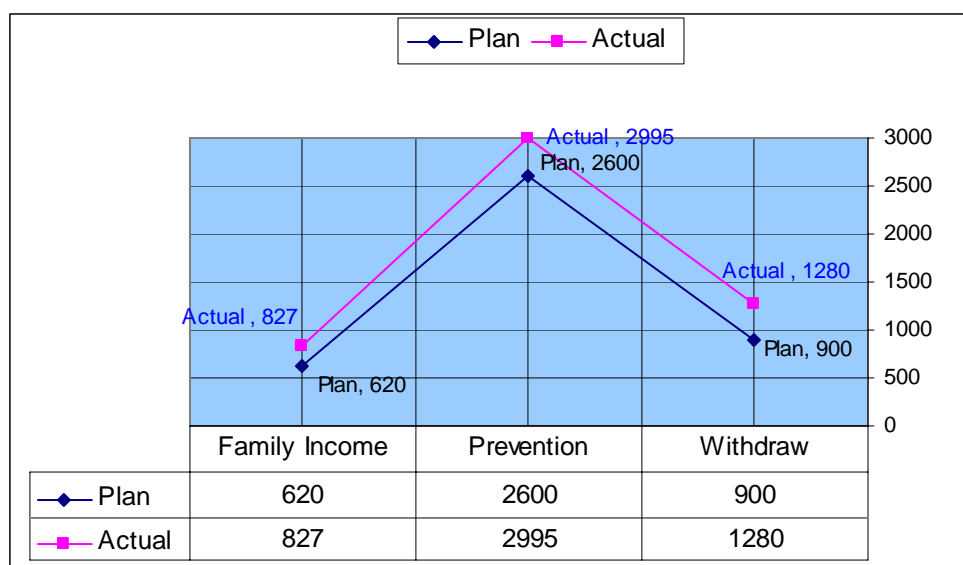
3.4.2 External Factors

External factors that inhibited or facilitated the management and coordination were few, but present. The political deadlock in forming a government during the last part of the project implementation contributed to the delay in processing draft Prakas, ratification of ILO Convention nr. 182 and endorsement of the NPA-WFCL. There may be other problems related with the government formation that informants are naturally hesitant to report. Also the slow pace of socio-economic development in the country has an effect - for example on the number of jobs available for trainees of the skill training activities.

A positive note is the cooperation with the *Seila* program, a government-driven community development program that might have consequences for future expansion. Also, the link with the Education-for-All Program of the Ministry for Education might in future facilitate the enrollment of working children in the regular school system.

4. THE ACTION PROGRAMS

One of the objectives of the project was: ‘*to strengthen the capacity of national and community level agencies and organizations to plan, initiate, implement and evaluate actions to prevent and progressively eliminate child labor, especially those in hazardous work situations*’. This objective was partially accomplished, with stronger performance at provincial than national levels and in strengthening planning, initiation and implementation than in evaluation.



The other objective was: ‘... an estimated nine hundred (900) children working in salt production in the Kampot Province, rubber plantations in Kampong Cham, and fishing/shrimp-processing industry in Sihanoukville Province will have been removed from hazardous employment and working conditions; and two thousand six hundred (2,600) working children will be prevented from moving into hazardous work considered as the worst forms of child labor in the same locations.’ The Figure above shows how much of the objective was achieved. The achievement (actual) is consistently higher than the plan. Planning was to increase family income through extra income generation by providing credit (seed money). 207 more families than planned received seed money (133%). Plan was to prevent 2,600 children from entering hazardous work places through community mobilizations and awareness-raising. 2,995 or 115% were actually prevented to enter hazardous work. Also 1,280 children were ‘removed’ from hazardous work places. However, it must be noted that after commencement of the project the definition of ‘removal’ was changed to include ‘reduction of working hours’. The ‘actual’ 1,280 children withdrawn include 484 children whose working hours are reduced but who still work at hazardous places.

While the objective and strategies were appropriate, some activities envisaged were too ambitious, especially given the short implementation period. In all events, mixed outcomes should not detract from achievements nor appreciation of the significant groundwork that has been laid for future activities. The next paragraph sets out to discuss the relevance, efficiency and other aspects of the policy development on national and provincial level.

4.1 THE NATIONAL CONTEXT

Over the past several years, the Ministry of Labour, Social Affairs, Vocational Training and Youth Rehabilitation (MoSALVY) has been the lead Ministry to combat child labour. In August 2004, as part of the new Government structure, MoSALVY was split into the Ministry of Labour and Vocational Training (MOLV) and the Ministry of Social Affairs, Veteran Affairs and Youth Rehabilitation (MOSVY).⁹

The Child Labor Unit, now moved to MOLV, has a technical and advisory function and supports integration of child labor issues across government. It has

⁹ With a new government in place, parliament is now functioning. Given a backlog of legislation, the draft NPA on child labour will be in a queue, but should be put before the National Assembly in 2004-5.

worked closely with IPEC already, although the scope for further capacity building is great. The Cambodian National Council for Children (CNCC), an inter-ministerial body, has functioned for several years.¹⁰ Its sub-committee on Child Labor and Other Forms of Commercial Exploitation of Children (NSC-CL) is the key body for policy development responsible for advocating inter-ministry action plans. Its sub-committee on Trafficking and Sexual Exploitation of Children overlaps to an extent with the NSC-CL and is relevant for trafficking-related issues.

The National Assembly adopted a law on the suppression of kidnapping and the trafficking/sale of human beings and their exploitation.¹¹ The Government also made commitments to the World Congress against Commercial Sexual Exploitation of Children in Stockholm in 1996¹² for an agenda for action to eliminate sexual exploitation and trafficking in children. This paved the way for the *National Plan of Action on trafficking and Sexual Exploitation of Children* (2000-2004) (NPA TSEC). A follow-up NPA for 2005-10, commissioned by the CNCC sub-committee on trafficking, is in preparation.

The *Draft National Plan of Action on the Worst Forms of Child Labour* (NPA WFCL (2004-2010)), supported by ILO-IPEC confirms the government's commitment to the ratification and implementation of ILO Convention No. 182.¹³ The formulation of the NPA-WFCL was a project activity and involved a large number of stakeholders. As part of the participatory process, three national-level workshops were conducted. Consultations/interviews were undertaken with key government ministries and agencies. Furthermore, in establishing the national planning framework the situation of child labor was assessed through review of relevant national plans, and reports. Further, the development of the NAP-WFCL was the basis for the National Time-Bound Program.

Achievements in the areas of national institutional development, policy elaboration, legislation, and enforcement can be summarized as follows:

- A lead role for MoSALVY in developing legislation and advocating ratification of applicable ILO Conventions was defined;
- A National Plan of Action on eliminating the worst forms of child labor was drafted and submitted for approval;
- Provincial Plans of Action were drafted in the two provinces and the municipality;
- The CLU (Child Labor Unit) was created and has become an important intermediary in child labor legislation;
- Seven *Prakas* (Ministerial Orders) were drafted and submitted for approval; one was approved on hazardous work of the children under 18 years old. Six *Prakas* were drafted on
 - Set of business types for children from 12-14 years old
 - Working conditions in rubber plantations
 - Working conditions in the salt productions
 - Working conditions in fishing
 - Working conditions in brick-making factories and

¹⁰ A new government in 2004 may lead to changes in its structure, reporting mechanisms and staffing.

¹¹ CNCC. 1998. *National Program of Action for Children in Cambodia 1998-2000*. Phnom Penh: CNCC.

¹² CNCC. 2001. *From Stockholm to Yokohama: National Report on the Implementation of the Stockholm Agenda for Action*.

¹³ Delay in forming a government between July 2003 and July 2004 has meant the legislature could not approve such documents

- Working conditions in the garment and shoe-making factories.¹⁴

Constraints on the political level were that:

- ILO Conventions have not been ratified; and
- Absent the necessary legislative framework at the national level, policies and mechanisms for enforcement remain weak.

At the provincial level, the three provinces where the ILO-IPEC and MoSALVY Action Programmes were being implemented developed their Provincial Plan of Actions (PPA) through inter-agency consultations.

4.1.1 Relevance and Alternative Strategies

The objective of strengthening national and provincial capacity in the area of child labor was valid at the time of project conception and remains so today. Priorities identified have not changed. If anything, the total elimination of children's involvement in hazardous work has proven to be a more intractable problem than originally thought, and the concomitant need for a national framework that stretches to the provincial level to address the problem greater than ever. The projects' response to the situation - developing legislation and enforcement mechanisms, building linkages between government agencies, and increasing capacity to plan and monitor programs - was and is still highly appropriate in the Cambodian context.

The creation of the Child Labor Unit (CLU) in MoSALVY as the main coordinating body in the legislative process was the most effective way to address the problem, since a unit focused on child labor could act more quickly and with more autonomy than a department. Now that the CLU has established its credentials, consideration should be given to changing the strategy and institutionalizing it. Turning it into a permanent department - possibly with a mandate broader than just child labor - would strengthen the link to the Minister and enhance the chances for greater visibility, a larger budget, and more staff.

The municipal and provincial Committees on Child Labor (M/PCCL) functioned at the sub-national level as coordinating bodies and have done so with success. However, the participation by the various stakeholders besides the most relevant departments of Social Affairs and Education was limited. The role of the leading departments was pro-active in preparing plans and implementing activities, while the other members of the committees reacted and generally supported the work done. The view of what role non-governmental members should play in the committees varies between the sectors.

Contrary to the situation at the national level the active provincial departments are already sufficiently influential in their provinces not to need any further upgrading in the chain of command. However, the committees' role would be served with a similar structure as at the national level, were the Cambodian National Council of Children has the overall and broader child protection mandate with a sub-committee in charge of child Labor specific issues. At the provincial level other child specific committees exist and bringing them together under one larger body and retaining each of these committees as sub-committees was suggested by several committee members to increase efficiency and effectiveness.

¹⁴ The original goal was passage of one *Prakas* defining the worst forms of child labor and 3 focusing on the project sectors. The fact that 3 additional *Prakas* have been drafted is noteworthy, since the national TBP will expand to cover these sectors.

4.1.2 Effectiveness and Efficiency

One of the strong features of this project was the highly participatory process for identifying areas and models of intervention. This approach is now imbedded in the consultation process for child labor. A national seminar on child labor held in late 2001 set the stage for all project activities and helped MoSALVY define its own role and action program. Other seminars and workshops, in particular the series leading to the development of the draft NPA was a good strategy to achieve ownership. Unfortunately, consistent participation in all three consultations remained very limited; less than one-thirds of the participants of the second workshop attended also the last meeting. It is also worrisome that despite the high profile of these consultations and the efforts made to gain involvement few of the provincial stakeholders, including the most active ones, recalled major points discussed in the consultations.

Building strong institutions at the national level and collaborative partnerships among them is one of the costliest endeavors – in terms of time, level of effort, and money. It requires fostering cooperation among agencies which may see themselves as competitors for budgets and power. It may require the creation of new bodies or the justification of existing ones, not to mention increasing the capacity of government officials to undertake existing or new tasks. It always requires the active endorsement of top level officials. Under these circumstances, classical notions of ‘efficiency’ are difficult to apply. Although the project put in place mechanisms and procedures at the provincial level for cooperation and collaboration, efficiency remains an issue with government agencies. The NGOs are better able to work efficiently and to reach higher levels of effect.

Clearly, the project underestimated the time it would take to enact the *Prakas*, ratify the ILO conventions, and pass the National Plan of Action.¹⁵ While the actions of various partner agencies were not always complementary, the strong emphasis on participation enhanced the sense of collective ownership of the process and its results and proved the best strategy for achieving sustainable outcomes. In light of this, it must be said that project resources were used wisely -- even frugally -- and outcomes more than justified the costs. This is thanks in part to careful monitoring by the ILO office in Bangkok.¹⁶

4.1.3 Sustainability

Institutional strengthening at the national level is at a preliminary stage, which is hardly surprising after only three years. Conditions have not yet been put in place to ensure that benefits would continue without further external support. Despite this, the development of the Labor Law, the NPA-WFCL and the 7 *Prakas* demonstrate both a certain capacity and motivation on the national level. Institutional strengthening through the project at the provincial level is better than at the national level. Implementing agencies have clearly strengthened their structures and build a certain capacity. These agencies and their staff are useful resources for the future national TBP. They have proven commitment and capacity through the development of provincial Plans of Action, which were used as input to the NPA-WFCL.

¹⁵ The report “Good Practices and Lessons Learned” provides an interesting analysis of the 7-step process involved in approving legislation and estimates this process can take one to two years.

¹⁶ National and provincial implementing partners frequently complained about delayed release of funds for already-approved expenditures. ILO/Bangkok acknowledged the issue, but felt there was no alternative given the sometimes unreliable nature of the financial reporting from the project side. This problem should be solved under the national TBP through the provision of an internationally-recruited Chief Technical Officer and stronger financial capacity in the project.

However, in order to continue operation and guide the next project activities through proper policy development continuing support both from the national political level and from the ILO/IPEC remains a requisite. It appears that this is well understood by the ILO and USDOL, which are extending assistance through the national TBP, and the Royal Government of Cambodia, which has sought to link child labor to other national priority programs and activities (Priority Action Program, Education for All and the Millennium Development Goals).

4.1.4 Causality and Unanticipated Effects

Project causality was basically well understood except for the length of time involved in the passage of legislation, which was largely outside the control of the project anyway. Strengthening the position of the CLU, possibly linking child labor to other forms of child exploitation, raising the visibility of these issues through linkages to other national priority programs, and providing greater technical support on labor legislation and enforcement over a longer period of time – all of which are envisaged under the national TBP – should help to mitigate such problems in the future.

4.2 EDUCATION AND SKILL TRAINING¹⁷

The project generally achieved its objectives in terms of education, training and employment outcomes. Awareness-raising was effective and evident in the changed attitudes of parents and broader understanding of education staff of child labor issues. While training quality was acceptable, amount of time spent in training and budgets devoted to it were probably insufficient. Learning materials produced were of good quality. Lessons on child rights and child labor became part of the curriculum in both non-formal and formal classrooms. Community Learning Centers were highly effective in serving as a bridge and providing remedial education and surpassed expectations in many respects. This was due in large part to the quality and dedication of the teaching staff. Vocational skills training was successful. Courses of study were appropriate to the job market, as were the training methods, and most young people found relevant employment after their training. NGOs were effective in brokering and facilitating skills training. Despite the generally favorable picture, some weakness were observed in the failure to assess student learning outcomes (in both non-formal education and primary school) and analyze the root causes of drop out for children re-entering primary school.

The education and training interventions supported under this project were effective at getting children out of hazardous work situations and back into school or training and are eminently replicable. However, they may not be sufficient to keep them there over the long term. Similarly, training for education officials and staff was basically adequate to meet the needs of the project, but benefits may not be sustained without follow up support. Implications for sustainability of project benefits should be considered for the follow-on project, along with needs for: (i) better analysis of root causes of absenteeism and drop-out and (ii) routine testing of student learning outcomes. A uniform system for non-formal education under the education ministry should be developed and those centers under the project integrated within it.

4.2.1 Relevance and Alternative Strategies

The problem of children dropping out of school because they have to work remains a major problem in Cambodia. Of special concern are children working under

¹⁷ See for a more in-depth analysis Annex: Field Report on Education & Skills Training

hazardous conditions. The objective of removing children from such situations and redirecting them into primary school or skills training remains valid. The project fit well within the structure, mandate, and other development programs of the Ministry of Education, Youth, and Sport (MoEYS), both at the design stage and subsequently. The approach to awareness-raising and training for education staff at all levels was comprehensive. The strategy of providing learning activities, incentives, and awareness-raising as part of a comprehensive package of interventions was a noteworthy feature of project design and an effective way to address the problem.

The project acknowledged that keeping children out of hazardous work would mean giving them enough education or training to be employable elsewhere and providing them and their parents with sufficient incentive to offset the loss of income. In this respect, project design was sound from a pedagogic perspective because it recognized that children coming out of a work situation would range in age and educational background and need remedial education. The Community Learning Center (CLC) was designed with this purpose in mind.

4.2.2 Effectiveness and Efficiency

Inputs were used effectively and efficiently. Project design allowed sufficient flexibility for implementing partners to respond to local conditions. This was especially true for NGO involvement in skills training, which evolved slightly differently in each of the 3 sectors. The cooperation between education authorities and other partner agencies was generally good. Initial problems, where they did occur, were overcome and did not affect the pace of implementation.

The project was successful in raising awareness about child labor issues and the importance of keeping children in school. Parents who initially resisted becoming involved with the project became strong supporters once their children started performing well in the CLCs. Lessons on child rights and child labor were incorporated into the general primary school curriculum in target areas and examination questions tested knowledge of these issues, which helped to raise awareness among the general school population. Training for education staff (administrators, school directors, principals) was adequate in quality but not quantity, and primary teachers sometimes lacked the motivation to monitor attendance of target children. By contrast, the learning materials produced by the Non-Formal Education Department of MoEYS and distributed to the CLCs were of good quality and sufficient quantity and were even made available to non-formal training centers outside the project area.

The CLC achieved its objective of providing remedial education in an intermediate setting. CLC teachers who were trained under the project, employed on a contract basis, and paid similarly to primary teachers, were an important part of this success. In fact, CLCs surpassed expectations in many respects, educating both target beneficiaries and other children in the community. Their popularity was due to the child-centered nature of their programs: closer to home and work, more flexible hours geared to children's schedules, less rigid attendance requirements, and lower cost in terms of uniforms and learning materials. However, the generally strong performance of the CLCs was marred by the fact that there has been no formal analysis of children's learning outcomes or whether the education provided was sufficient for a child to re-enter primary school or undertake skills training.

Another shortcoming was the failure to analyze why some children who (re)-entered primary school subsequently dropped out (some 20% according to estimates). Also of importance was the low proportion of girls among the children who (re)-entered public school (35%). The project did not analyze the reasons either. Implementing NGOs were responsible for monitoring and follow-up and in some cases were backstopped by primary teachers and community members. They used a standard interviewing instrument and reporting protocol, but the data gathered has not been analyzed.

Outcomes for children receiving skills training seemed clearer and more favorable than for children returning to primary education. After attending CLCs, older children could opt for vocational education delivered in either an institution-based or work-based (apprenticeship) setting. Although only three courses of study were generally offered these were appropriate to the limited employment opportunities available. NGO partners acted as effective intermediaries in the skills training process by surveying the labor market, identifying training options, and even assisting with job placement. The majority of children receiving skills training found employment in their chosen field.

4.2.3 Causality and Unanticipated Effects

As noted, teachers' motivation to monitor beneficiary attendance in primary school varied. Reasons for not following up included: (i) low salaries and insufficient incentive to perform what was regarded as an extra duty; (ii) lack of resources for travel to children's homes; (iii) lack of time; and (iv) inability to follow up with migrant children. Low salaries, whose payment sometimes was delayed or partial, has contributed to some teachers soliciting fees from students, a practice which CLC teachers evidently did not engage in. The poor working conditions for primary teachers and their inadequate salaries were external factors that probably conditioned children's response to re-entering primary school. By contrast, the unforeseen popularity of the CLCs undoubtedly contributed to a greater number of children receiving some education than just the target group.

Weak analysis prevented implementers from fully understanding causes of poor attendance, drop out among beneficiaries or low proportion of girls (re)-entering school. The problem of migrating children was identified in all sectors and sited as a factor complicating follow-up and achievement of targets. The fact that poor families do migrate owing to the seasonality of their work (and thereby become 'moving targets') although adequately recognized during the design phase of the project was not addressed.

4.2.4 Replicability and Sustainability

Most of the education and training interventions supported under this project are replicable given the right circumstances and sufficient budget. There is concern over sustainability if the national TBP does not continue support to the original target groups, however. While incentives to children and parents were helpful in getting children out of work and into school, the fact that these were one-time interventions presents a sustainability concern for families who may need assistance for the duration of their child's education.

Whereas the training provided to education staff and CLC teachers was adequate for the needs of the project, it was not part of a long term strategy to build awareness or capacity. One-time events and the short duration of the project are not

sufficient to produce lasting outcomes and the new attitudes and behaviors demonstrated during the project may not be sustainable. Retaining the focus on child rights and child labor in the curriculum also required a sustained effort.

The future of the CLCs is not entirely clear. Bringing them under the Department of Non-Formal Education in MoEYS (which has similar non formal education centers) would regularize their status, bring them into a national institutional context, and give them ability to request budget. If this were done, it would be important to make sure the original purpose and orientation were retained.

Weak assessment of student learning outcomes is a feature of the education system in Cambodia and is not unique to this project. However, in order to determine whether CLC curriculum is relevant and students are receiving the remedial education they require, performance testing should be introduced, along with stronger mechanisms for tracking children over the course of their primary education. Awarding children certificates of equivalency when they finish at CLCs could be especially beneficial for migrating children.

4.3 CHILD LABOR MONITORING

Child labor monitoring is differentiated by the implementing agencies in monitoring and in inspection. Monitoring is done by provincial inspectors from the department of Social Affairs as well as by NGO staff and community volunteers. This monitoring is in fact looking at the work conditions of the listed target group children. Department staff monitored children who were employed at the salt fields, put to work by small fishing boat owners or at shrimp processing workshops, and work in the rubber plantations. NGO staff and community volunteers monitored children at work in family situations. However, these entities followed up on different groups of children. Assignment of target groups to monitor was made early in the implementation period based upon baseline studies.

While monitoring of target group children is considered a project activity, inspection is considered a more generic activity of the inspectorate. Inspection includes but is not limited to assessment of work conditions at the work places, buildings and boats in order to control adherence to the labor regulations (Instruction) put in place by the provincial authority in lieu of a ministry decree (Prakas). However, pending the ratification of the draft Prakas the inspectors do lack the authority to enforce provincial Instructions although they have the power to submit complaints to the provincial government. In the very rare cases that inspectorates have submitted a formal complaint the provincial governments have never taken action.

Inspectors in the municipality of Sihanoukville and the province of Kampot are encouraged by their superiors to inspect regularly and to report on hazardous work conditions. In the province of Kampong Cham department staff refrains from inspection due to objection by rubber plantation owners. The latter claim that they do not employ children, which is indeed the case (because children are taken along by their parents), and that they are not to be held responsible if workers engage their children to assist them in the latex production process.

4.3.1 Relevance & Effectiveness

Child labor monitoring, even without being inspection, is obviously relevant for reducing child labor in hazardous conditions. Although after the baseline studies other children have entered the sectors who were not targeted for monitoring, the process of monitoring has had a positive effect. Employers and families alike have

become more aware of child rights and the dangers of hazardous work conditions. Especially in the salt production sector employers, who are native to the area and still live there, are sensitive to complaints from their communities and by their provincial government and often improve work conditions after little encouragement.

The conditions under which children in the fishing industry are working is very difficult to monitor as the boats are at sea, but the awareness-raising in the fishing communities seem to have some effect. The main problem is not so much the hazardousness of the work but that while at sea the children can not attend school. A point however is that many children can not swim and that taking protective measures, such as having swim vests on board are considered to bring misfortune. This hazardous aspect has not yet been addressed by the project and will require careful study beforehand to guard against things back firing.

Small shrimp processing entrepreneurs have responded to visits by inspectors' visits by removing children from their work places. However, this has not resulted in fewer children processing shrimps. Moreover employers have responded by merely commissioning more work to families who in turn involve small children in the processing. Although some interviews indicate that these children are not working exceptionally long hours, this deserves more study to assess whether this 'removal' of children from formal employment has really resulted in less child labor.

In the rubber plantations, like in the other sectors, the income generation activities have had a more profound effect on removal of children from hazardous work than the monitoring activities. Interviews with family members at the rubber plantations confirm that among the selected target group fewer children are active in the latex production. However, data about the actual number of children still engaged in production is not available. During the short field visit the Team encountered no difficulty in interviewing some children aged 14 to 16 years who were working fulltime in the plantations. It is thus possible but not known that the removal of target group children has in fact not reduced the number of children working in the plantations.

The question if there would be a more effective way to address the monitoring and if the applied strategies need to be reformulated is not easy to answer. That the project achieved to a large extent the planned removal of targeted children indicates that the strategies were effective. The point is that monitoring and inspection activities only contribute little to the removal of children and more to improving working conditions. Once the Prakas are ratified, the inspectorate will be more empowered and inspections will likely have more impact. Efforts need to increase to achieve this ratification of the ministry decrees. However, although strategies might not need to be reformulated the departments will require more material and human resources in order to be able to fulfill their tasks.

4.3.2 Efficiency

Labor monitoring and inspection in the way it was part of the action programs and implemented by the departments and NGOs seem to have been efficient. In fact the resources allocated to the government agencies were rather limited, for example in terms of means of transport and expense budgets. This has negatively affected the number of monitoring and inspection visits, in particular at formal workplaces in remote locations.

Department staff and the NGO staff monitored at different locations which was not only an efficient measure but also a natural division – except in the rubber plantations. In the salt production and fishing / shrimp processing sectors the partners operated complementarily; the department staff focusing on formal employment while the NGOs monitored in the communities. In the rubber plantations the monitoring is based upon a division of localities between the department and the NGO. Therefore, in all project areas the monitoring is organized as efficiently as possible taking local conditions into account.

4.3.3 Causality and Unanticipated Effects

As indicated above, the lack of material and human resources affected results. Late payments of action program installments halted some inspection and monitoring visits during periods where funds were not available. In paragraph 3.1.1 it is explained that such late payments were caused by financial and reporting shortcomings. Nevertheless, these internal factors caused problems for the continuity of monitoring and inspection activities.

The lack of a means to monitor fishing boats at sea has limited the inspection of work while children were working at sea. The refusal of plantation owners to accept their responsibility for child labor at their plantations and their powerful position has definitely impeded the removal of children from this work. It will require efforts at national level to change this situation.

An unforeseen and positive effect is the economic gain for small local businesses through the seed money in villages. Many families use their credit to buy goods locally. The project should adopt this as a strategy and take measures to encourage local purchases. A negative but not entirely unforeseen effect of the withdrawal of children from hazardous work is the influx of new child laborers. The project introduced no strategies to avoid this replacement of target group children by newcomers, except through awareness-raising. However, such promotions will have little effect on families who are forced to generate income. The project should in the next phase not focus on a particular target group but accept all children working in hazardous work in their approach.

4.3.4 Sustainability

The likelihood that monitoring and inspection activities will be sustained without external support is at the moment low. The project lifetime was in effect two years which is too short to achieve sustainability. However, all inspectorates are eager to proceed with the work but need national government level support and an adequate budget. Continuing support from ILO and other international organizations, and encouraging pressure from worker unions and communities will likely ensure lasting effects.

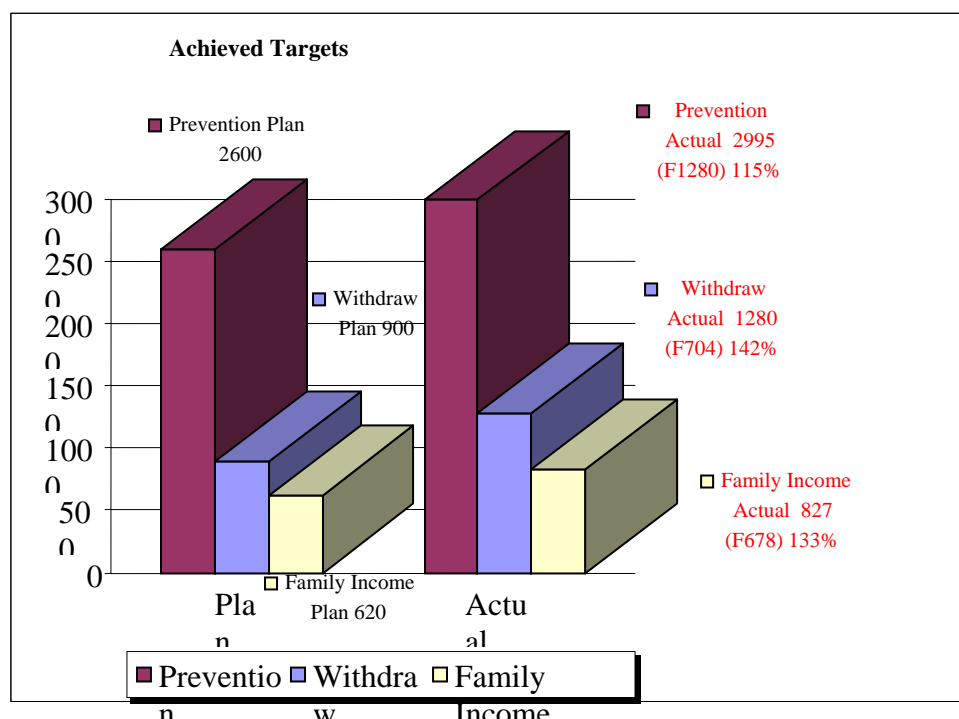
4.4 WITHDRAWAL FROM HAZARDOUS WORK

The numbers of children withdrawn from hazardous work exceeded the target if the revised definition of ‘removal’ is eligible¹⁸: target 900 (girls 477=53%) children, achieved 1280 (girls 704=55%). This target was defined through baseline

¹⁸ Project staff informed the Mission that early on during the implementation the definition of removal was adjusted to include a category of children who still worked but under improved conditions, such as a significant reduction of working hours. Seemingly this revision of the definition was agreed upon by all concerned parties.

studies prior to the start of the project. However, new children entered hazardous work during the course of the project and therefore more children than the formal target were assisted.

Conforming to the original definition of removal a total of 796 children, among which 490 girls (62%) were actually and fully removed from hazardous work places. This represents 72% of the original targeted boys and 102% of the original targeted girls. The average is 88%. Taking into account that the actual implementation period was two months less than planned (91%) this proportion of achievement is satisfactory (See Annex H).



The Departments of Social Affairs and Education, and NGOs in Sihanoukville, Kampot, or Kampong Cham used different techniques to remove children from hazardous work. Those techniques include sending them to non-formal education through the CLCs or to public school while providing school materials; offering training for vocational skills at training centers or through apprenticeships; providing micro credit to the children's families for additional income generation; and raising awareness among community members and school children.

The destination of the 1280 'withdrawn' children defines their target classification:

- 192 (141 girls or 73%) children went to Vocational Skills Training
- 324 (192 girls or 59%) children went to NFE at the CLCs
- 280 (157 girls or 56%) (re)-entered primary school
- 484 (214 girls or 44%) enjoyed reduced working hours.

4.4.1 Relevance & Effectiveness

The strategies to remove children from and keep them out of hazardous work were effective. For instance, trainees who completed their vocational training earn their own livelihood, often already during part of the apprenticeship period. There is no incentive to go back working at the salt fields, shrimp processing sector or in the rubber plantation. Families are motivated to keep their children away from hazardous work because this is conditional for receiving seed money. The Mission learned

through interviews with self-help group members that most SHGs have kept their children out of dangerous work to return to school not only because of the credit condition but because with the extra cash they could afford sending their children to school. However, some children could not or not completely be removed – in particular the older cohort - if their family could not get (enough) support. This was the case for families who were not on the target list prepared in 2001 or families who were not able to join a SHG.

Other children dropped out of school because they did not have enough food to eat or enough school material or no school uniform. Children who attended the CLC most often continued to go fishing or work at salt fields or in rubber plantations.

The removal of the targeted children from hazardous work has not diminished the actual number of children working in these places. Newcomers replaced them, often younger children. Although the project accomplished much permanent removal of all working children under the legal age conforming to the labor law should be considered in future activities.

4.4.2 Efficiency and Causality

Generally speaking, the withdrawal of children from hazardous work was done in an efficient manner. If slightly more financial resources were allocated for the implementation so that more visits could be made and more personnel for monitoring and inspection could be employed the project would likely have achieved its objectives to the full extent in the salt and shrimp processing sectors. The main constraint for adequate monitoring in the fishing sector is that most of the work happens at sea. The powerful position and rejection of responsibility by rubber plantation owners for child labor, claiming that they not directly employ children, affects an efficient approach and is cause for less achievement in terms of taking children out of dangerous work.

Migratory patterns affect the results in the salt and fishing / shrimp processing sectors. A positive effect is the improvement of local economics through increasing the purchasing power of SHG members. They often buy materials at community level from neighbors or local shopkeepers. This is an unexpected side effect to develop the economical situation in the communities.

4.4.3 Sustainability

Children who reintegrated to formal education at the fishing and salt sectors get continuous support from the implementing agency throughout the year, while in the rubber plantation sector children get only one time a school uniform or learning material. Because children grow out of their uniform and graduate to higher classes they need every year such support. Without this support children might soon return to the previous hazardous work places. Also, families who received seed money might encounter problems or require more funds for a successful business. Without additional support from the project it is likely that their children are forced to return to their former work.

4.5 AWARENESS & SENSITIZING ACTIVITIES

The project raised awareness about child labor issues at public schools through promotion campaigns, which also included other issues like HIV/AIDS. The project reports in a note to the Mission that *'32933 (F=17386) children in and out schools had received CL sensitizing through community monitors and child peer group*

education' (16 November 2004). Further it is reported that 3,263 (2,276 women) parents and 871 (98 women) employers attended awareness or sensitizing sessions.

4.5.1 Strategies

The activity is alternatively called '*Awareness-raising and advocacy*' or '*Awareness raising and sensitizing*' in the various reports. The project proposal notes that '*Advocacy [...] will be implicit in every activity [...] but given the need for an explicit awareness raising campaign on hazardous forms of work [...] one output under [Component B] capacity building [will] center on such a campaign.*' (p. 28). There are only two more places where the project proposal mentions the campaign. On page 29 it lists '*awareness-raising and networking with allied groups*' as one of the four training areas. On page 38 the document notes as main activity 1.7.5: '*Launch awareness-raising campaigns at various levels ...*'

There is no specific target provided for the project to achieve, otherwise than raising awareness about child labor issues among *identified target groups*. There is also no specific description of how the campaigns should be implemented. The Mission was not able to observe firsthand awareness-raising or sensitizing activities. Therefore we turn to the Midterm Evaluation report: "[Awareness-raising] is integrated in all the strategies of community monitoring, education assistance and SHG. This is conducted through community consultations or workplace visitations and linked to the above strategies. A training for awareness-raising and sensitizing work has been conducted for the program's implementing agencies, namely the Provincial Committee on Child Labor (PCCL), labor inspectors, teachers and the NGO.'

The Mission identified the following elements of the awareness-raising and sensitizing activity: training of trainers, distribution of posters and leaflets, awareness-raising sessions and specific campaigns. An example of the latter was the Children's Day celebration in year 2004 at 7 Makara primary school with a quiz and contest on child labor issues. Sakura primary school arranged reading about the topic during their library hours. It is reported that teachers conduct weekly 15-minute discussions with students but this could not be confirmed. The MTE reports that 43 schools in the three sectors have integrated child labor issues in their lessons. In the March 2004 TPR is reported that 673 teachers were involved in awareness-raising at schools. However, all these reports lacked more specific information about the awareness-raising and sensitizing campaign. '*There were no conclusive data provided on the awareness-raising activities but extensive work has been conducted through the program services*' (MTE p.29).

Six different posters and leaflets were designed and distributed to stakeholders. A large poster for each of the hazardous work sectors was designed in the sector area. Several leaflets explain the ILO conventions and what constitutes hazardous work for children. A total of 7,981 posters and leaflets were printed and distributed to schools, CLCs and agencies (MTE p. 6). Posters with child hazardous labor messages were seen on CLC walls during site visits and leaflets were shown to Mission members. However, the Mission noted that in the salt and fishing / shrimp processing sectors the number of posters was limited to 1,000 and 1,500 copies but in the rubber plantations were 4,500 posters distributed. The rubber sector was the only sector where department staff felt that the number of posters were sufficient to reach all stakeholders. Leaflets on the conventions amounted to 981 for the three sectors.

The attractive designed and multi-colored leaflets were black-white photocopied by one of the NGOs for handing-out to children during awareness-raising sessions.

4.5.2 Relevance and Effectiveness

Raising awareness of child labor issues among school children and in communities, and sensitizing employers and parents about hazardous labor conditions is correctly seen as an important element in the project approach. The effect is difficult to measure during a short visit but the Mission got the impression that many people were aware of what hazardous child labor constitutes and that children better could attend school. The midterm evaluators expressed the same view but added some other relevant observations: *‘The sensitizing activities have integrated awareness-raising against domestic violence, the significant role of parents in encouraging children to study and reproductive health, all issues close to the gender sensitivity issue. However, sensitizing is generally among females (mothers through SHGs) and children (in NFE) with the participation of men only in community meetings which focuses on community support and assistance to program activities. There is an initial observation that domestic violence has decreased among some families in Koh Kjong commune in the fishing sector, suggesting that awareness of the issue is being internalized and practiced.’* (MTE p.42)

4.5.3 Efficiency and Sustainability

The Mission shares with the MTE report that results in the area of awareness-raising area not well reported and hence effects can not be assessed properly: *‘... the program has yet to institute mechanisms for collating the results of awareness-raising activities from all the activities. This can be addressed by improvements in the database system for community monitoring.’* The report continues: *‘The program has to develop a progressive approach for awareness-raising with measurable indicators in terms of beneficiary participation, community action plans for combating child labor, integration of the program in school curriculum and in work policies, etc. and definitive information-education content and methods. A test-case can be done with the expected release of information materials on Child Labor under the Action Program of the MoSALVY.’* (MTE p.42)

5. CONCLUSIONS

This section presents the end results of the Final Evaluation, arranged according to the requirements of the **Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects**. After a review of the project in more general terms conclusions are drawn regarding intervention strategies, lessons learned, replicability and sustainability. The chapter concludes with recommendations for the National Time Bound Program.

5.1 THE PROJECT REVIEWED

The overall impression of all three Team members got when visiting the project areas was one of commitment and purpose. There are variations among the stakeholders and not all are satisfied with every aspect of the action programs but there is no one who would want to withdraw their involvement. The achievements of the project are more than satisfying:

- One Prakas has been approved and 6 draft Prakas are submitted for approval;
- Each province has issued a Letter of Instruction in lieu of the pending Prakas;
- A draft National Plan of Action has been prepared and a Provincial Plan of Action in each of the sectors;
- 796 Children have been fully removed from hazardous work (88% of the target) and working hours were reduced for 484 children, total 1,280 children ‘removed’¹⁹;
- More children than planned were prevented from entering hazardous work (2995 or 115% of the target)²⁰;
- 32,933 children were informed through promotion activities about hazardousness child labor;
- 3,263 parents have been sensitized about the hazardous nature of work places where their children might be working;
- 871 employers received information about child labor and occupational health & safety (OHS);
- 450 children among which 35% girls (re)entered public school;
- 324 children among which 59% girls attended Non Formal Education;
- 192 children among which 73% girls started a vocational skills training.

In the sections below the Mission reviewed the relevance of the program, the effectiveness of the strategies, the efficiency of the implementation, the sustainability of the approach and the causality of problems and shortcomings.

5.1.1 Relevance of Hazardous Work Approach

The selection of the three sectors in the salt production, fishing / shrimp processing and rubber plantations for the start of this project was a fortunate choice. The conditions are close enough to permit a similar management approach while the variation in situations enables the program to learn from each other. But the three sectors are not the only work locations in the country where children do hazardous

¹⁹ See notes 1

²⁰ See note 2

work. The future Time Bound Program has identified some more sectors that require attention.

This said it must be noted that the ‘hazardousness’ of the child labor is relatively mild compared to conditions in other countries. The main problem is not so much the hazardous nature of the work but long working hours, little provision for basic needs and low wages. The latter circumstance causes families to put their children to work. Although the selection of the ‘most hazardous locations’ remains relevant this does not justify per se a ‘removal’ of 16 or 17 year olds from these work places unless the project succeeds in avoiding that their places will be taken by other young people. Because the project will have little influence preventing children who are legally old enough to work replacing children who have been removed, the relevance of such removal is questionable. It seems more relevant to improve the work conditions in these hazardous work locations while removing the younger age cohorts who anyway should attend school.

5.1.2 Relevance of the Policy Development & Capacity Building Strategies

The ten action programs were divided into four categories: policy development, capacity building, social protection and community empowerment. There is a well designed complementarity between these components and no overkill or major gaps were noted. The policy component is most relevant because without a legal framework and formal mechanisms the efforts would not remain sustainable. The legal and other studies that were carried out under the project have contributed to a proper development of policies.

An important activity for policy development was the provincial workshops which were followed by a series of three national workshops to brainstorm, discuss and agree on the National Plan of Action. Although the output is impressive and the result is a draft NPA formulated in February 2004 that seems quite comprehensive the Mission questions the relevance of the process itself. During the many group and individual interviews with stakeholders virtually none could inform the Mission about the content of the workshops that lead to the NPA. Only 11 of the 291 participants (3%) attended all three workshops and 30 (27%) attended both the discussion and the final workshop. This indicates that inviting a large audience for the preparatory workshops had limited relevance for the outcome.

Capacity building was obviously very important, both at the central level where Prakas are drafted and oversight of activities were due, and the provincial implementation level. The project has provided the necessary level of training required for the implementation of the planned activities. However, every trainee interviewed complained that the training was not long or in-depth enough to become ‘embedded’ and enable the trainees to share their learning with others adequately. Although seemingly the participants felt that they needed more training the Mission noted that implementation skills, although limited seemed sufficient to achieve the objectives of the project²¹. But indeed, training periods of 2 to 5 days seem short in view of the generally low education level of the participants. In order for professional skill training to be most effective the teaching matter needs to be comprehensive and learning periods longer than a few days in order to upgrade the skills of the trainees.

²¹ The Mission was not able to assess inspection or monitoring skills, community mobilization or awareness-raising skills or teaching skills of individual implementing staff, because all these activities were halted due to termination of Action Programs at time of the Mission. However, on the basis of achievements the Mission could conclude that for most of the staff these skills must have been of a sufficient level for project implementation. However, this does not mean that all staff would have a sufficient level or that trained staff would not need more training to become proficient.

5.1.3 Relevance of the Social Protection and Empowerment Strategies

The implementation strategies have demonstrated their effectiveness and are executed conforming to plan. Some of these strategies do have relevance beyond the original purpose. For instance, the credit scheme was designed as an income generation strategy in order to replace income lost by children withdrawn from hazardous work. But the credit scheme has also functioned as an additional source of community income – families purchase goods like fishing nets locally thereby increasing income of local small entrepreneurs.

However, the same strategy is by its nature and model not relevant for some kinds of target groups. Migrant families who are not permanently living in the communities or marginalized families who are not accepted in the self-help groups can not benefit from the credit strategy. Although the project proposal indicated this problem no alternative strategy was proposed or initiated to overcome this shortcoming.

The Empowerment Strategies varied slightly between the sectors but were mainly based upon awareness raising, community mobilization and empowerment of women. Awareness raising was done through promotion campaigns using specially developed visual material. The fact that at one location posters were stolen might be an indication of the value of these materials. The Mission was not able in the given time to assess for themselves the effectiveness of these promotions but the report on good practices is positive in this respect: *'Awareness-raising and sensitizing is integrated in all the strategies of community monitoring, education assistance and SHG.'* and *'Selection of focal persons [...] and involving them [...] greatly increases effectiveness of the activities.'* (Good Practices & Lessons Learned, p. 7).

Community mobilization consisted of networking with local authorities, for example to encourage parents to send their children to school or the stop improper habits (e.g. drinking, gambling) or encouraging employers to improve working conditions. For example, the NGO CCBO (Catholic Child Bureau Organization) reports that domestic violence and drinking or gambling has been reduced significantly since they started their activities in the communities. This has a direct result in terms of not wasting family income and being able to send children to school instead of to hazardous work places. The mobilization efforts aimed also at enlisting volunteers for the CLCs, selecting focal persons for the promotion campaigns and empowerment of women through business skill training and ongoing support. The success of the SHG is proof for the relevance of these approaches.

However, like the removal strategy empowerment strategies do not affect migrant families (unless they become community members) or marginal families (unless they are specifically targeted). The project has not designed or introduced any alternatives to reach these target groups.

The approach to awareness-raising and training for education staff at all levels was comprehensive. The project fit well within the education ministry's structure, mandate, and other development programs, both at the design stage and subsequently. This bodes well for mainstreaming the overall approach. Project implementation was quite smooth overall, with activities being implemented as designed. With some exceptions (mainly occurring at the beginning of the project) cooperation between education authorities and other implementing partners was good.

5.2 EFFECTIVE MODELS OF INTERVENTION & LESSONS LEARNED

The Missions' Terms of Reference includes reporting on intervention models: '*A particular focus should be to identify elements of effective models of intervention.*' Although the Mission during its brief field visits has indeed focused on such models it was virtually impossible during a few hours to assess their effectiveness. Fortunately, the project commissioned a study in March 2004 that resulted in a comprehensive report which documented 27 good practices and 29 lessons learned. Although not all reported good practices are '*innovative or creative*' in our view - what the report defines as one of the criteria for a practice to be 'good' - this section leans very much on the work done and documented in the report Good Practices and Lessons Learned (GP&LL). To facilitate reference to this report the paragraphs below follow the order in the GP&LL report. Each paragraph includes the 'lesson learned' if it relates directly to the discussed good practice. However, there are of course also lessons learned from practices that can not be labeled good. Such lessons will be listed in the most appropriate paragraphs or under 'other'.

5.2.1 Awareness Raising & Sensitizing

The GP&LL report lists 4 good practices and 5 lessons learned. Among selection of focal persons, awareness-raising on child labor through school lessons, events with large numbers of children or peer groups in communities are not new practices in the country but they are certainly effective. *Focus persons* and *peer groups* are most effective because of the sustainability element, provided the start-up is appropriate and the support is sufficient to keep it going.

A negative lesson learned is that 'appointing' school class leaders to act as peer group leaders has not lead to tangible results, probably because the children merely do what is expected of them. The Mission noted this experience in public schools in Sihanoukville.

Another lesson learned is that awareness-raising must be part of an integrated package of strategies to prevent and eliminate child labor. Further, it is evident that without proper indicators and means for verification the effect and impact of activities not can be measured. Although the project gauged the impact of awareness-raising through '*the support of communities*' this does not constitute a measurement and can not be used to determine the effect of delivery techniques.

5.2.2 Non Formal and Formal Education

The education department of for example Kampot is a strong advocate for a system whereby the school provides children who leave during midterm with a certificate documenting their achievements that will be accepted by other public schools enabling the child to continue its education. The GP&LL report noted this as a good practice for re-enrollment of migrant children in the public school system. However, the Mission found that in fact this system was not yet in place and thus the qualification 'good practice' is not correct. It is a potential good practice, however, and should be considered by the education ministry.

The GP&LL report noted four lessons learned. It is not surprising to learn that the permanent removal of younger children from hazardous work places is more effective than for 16 or 17 years olds. However, it is doubtful if enrolment at public school is the factor that keeps children out of hazardous work as the GP&LL report

claims. According to our informants it is the increased income that facilitates removal of children with as result the enrolment at school.

Non formal education at CLCs should be differentiated for children at school age and for youth. The latter group would be better served with *'lessons on practical skills'*. The Mission supports strongly the conclusion of the GP&LL report that *'constant monitoring and support especially during the first few months of their return to formal school'* is essential to assure proper reintegration.

5.2.3 Vocational Skills Training

The vocational skill training through apprenticeships at local shops has for the trainees functioned well thus far. Although in many cases the apprentice period is not yet completed – and any conclusion therefore is preliminary – almost all trainees who completed their training have found employment or opened their own shops. However, there is doubt if this strategy will function in the same localities as well in the future. The number of shops is limited and the apprentice periods are often long – two years in the case of a mechanic. It is thus likely that this strategy only works well for the first batches of trainees.

The sewing training provided at training centers operated by the department of Womens' Affairs might be a solution for some of the girls / young women who find adequate work at garment factories or open their own shop. However, in view of the practice that almost all vocational training providers offer sewing courses for girls and the limited demand in the country it is doubtful if this approach is appropriate in the near future. The Mission does not share the view of the GP&LL report that larger numbers of girls in vocational training centers is evidence that the project prioritizes girls more than boys. It shows only that there are less vocational training opportunities for boys *existing* in the project areas. The output data confirms that the project kept to the target numbers; indeed more girls than boys were removed from hazardous work: removed 704 girls (55% versus target 53%). However, the proportion of girls prevented to enter hazardous work was lower than boys, namely 43%.

Besides other lessons learned that are more obvious the GP&LL report makes a very pertinent observation by stating: *'skills offered [should] be integrated in jobs within their locality'* meaning that skill training should focus more on locally available employment than on work that requires young people to move away from home. In view of the experience of the project the report concludes that *'selection of skills to be provided should have a more comprehensive approach that builds on a formal market study [in] the localities'*. Informal labor market surveys were conducted by the NGOs for this project, but the government should consider vesting this function with the Ministry of Labor, which is the practice in other countries.

5.2.4 Inspection & Monitoring

Two good practices identified by the GP&LL report that were also identified by the Mission were enforcing guidelines for safety and health and maintaining a case database. Nevertheless, the Mission was less optimistic about the effect of the case database than the report. Without access to a computer (e.g. Sihanoukville) or computer proficiency inspectors will not make much use of the database for monitoring purposes. The *'monitoring strategy [...] needs to be adjusted ..'* is a lesson learned. In referring to the migrant nature of many families the report confirms the finding of the Mission that *'knowing the movements and work activities of children [is key] to effective monitoring.'*

Government inspectors at rubber plantations do not *inspect* for lack of means of enforcement and other reasons. They monitor which children of the target group, defined in year 2001, are working. In fact many of these children have in the meantime reached an age where they can work legally provided a restriction in working hours is observed²². Because these inspectors can rarely be full days at the plantations making observations the monitoring itself becomes irrelevant. This situation is similar in the salt fields in that inspectors actually inspect – that means reporting failure of the employers to adhere to the guidelines (they can not yet take sanctions). Although their monitoring of particular cases might be as irrelevant as in the rubber plantations the fact that they inspect and achieve improvements in work conditions makes their work valuable.

In the rubber plantations, but to a lesser extend also in the salt fields or the shrimp processing sector, increase of wages or decrease of production quotas is a requirement to facilitate reduction of child labor. This will demand negotiation with employers on a higher than individual level – in the case of the plantation even on the central government level.

5.2.5 Removal & Credit Scheme

A strong point of the strategy to facilitate removal of children for hazardous work and (re)enter school, the credit scheme, is that it has several functions. The Self-Help Groups introduced a system that empowers mostly women, fostered cooperation among community members and it instilled budgeting skills. Further, the added element of saving enabled members to set-aside some money for bad times or to be used as extra seed-money. The GP&LL report is correct pointing out that the seed-money scheme needs to be flexible in the credit amounts allocated to small businesses. It would be a good practice if the business plan is the deciding factor for the amount of the loan. It is worthy mentioning here that without a credit scheme future removal of children from hazardous work will be less effective than during the past project.

The ‘*peer pressure*’ that is inherent of the SHG system whereby the whole group is held accountable for failure to pay by a member has a disadvantage. The trust base required to sustain the system limits migrant or marginalized families to join. The GP&LL report points out that separate SHGs with reformulated criteria for this target group could offer a solution. Although the Mission has doubts that this would be a viable option the fact remains that the project has not experimented with solutions or put alternatives in place to cope with this problem.

5.2.6 Policy Development

Development of *Prakas*, the regulating instruments of ministries, at the national level was a pre-condition for regulation and enforcement at the provincial level. Despite a very small budget and few staff the secretariat of the National Sub-Committee on Child Labor, the Child Labor Unit has performed beyond expectation. The basic framework for regulating child labor has been laid by the first *Prakas* which was ratified within the project lifetime. Six more *Prakas* detailing the various sectors have been drafted and submitted to the Labor Advisory Council. This success is obviously due in large part to the fortunate combination of functions of the head of the Unit (also being the Advisor to the Minister of Social Affairs) and his personality.

²² Legal age for work is from 16 year onwards.

Advocacy relies most often on personal relationships. This should not be forgotten when formulating the next phase of the project.

Despite some delays in achieving targets at the national policy level that impacted on the provincial level (pending draft *Prakas*), adequate measures were taken by the provincial bodies to resolve the problem for the time being. One of these measures was the issuing of Provincial Instructions on Child Labor. Although the Instruction has no legal means to enforce it the fact that provincial governments promote its implementation has a certain effect.

The development of provincial action plans is an achievement that contributes to the success of the project. However, the Mission questions whether the seminar workshops that were the instruments for the development of the Provincial plans of Action (PPAs) constitute good practice. If the national workshops are an indicator for this process only a minority of participants was fully involved. During the Mission no departmental interviewees - even those who attended each and every seminar - could recall any of the issues discussed. The culture in the country is such that workshops often function as places to get approval for plans without notions for serious involvement by a great majority of stakeholders.

5.2.7 Capacity Building & Sustainability

Capacity building consists not only of skill training but also establishing structures and formulating procedures, thus creating an environment that will ensure proper implementation. This was done mostly through assistance on-the-job (IPEC sector officers), through consultancy support (IPEC Bangkok) and site visits. Especially the work by the sector officers facilitated the structural development. Although hiatus between implementation phases negatively affects sustainability because trained staff move to other functions or practices become obsolete, the Mission is confident that the existing structures are strong enough to withstand such 'attacks'.

The design of the three implementing agencies at one province/target group was very strategic. Under the guidance of the Provincial Department of Social Affairs, Labour, Vocational Training and Youth Rehabilitation, three implementing agencies periodically shared their experiences and concerns, and concerted its efforts for the same target group. NGO and government agency collaborations, plus strong focus on promotion of basic education with provincial education departments are good examples of the implementing strategy.

Interviewees and also IPEC project staff indicated that the provided training, although professionally delivered, generally was insufficient to become embedded. There is not only a need for refresher courses like the GP&LL report mentions, but training courses will need to be repeated for new and old participants and to be expanded in time and depth. The lesson learned here is that investment in training is never a waste and that much more than 0.6% of the budget to training should have been allocated. In order for training results to become sustainable participants will need to have acquired such a high level of skills that they can become qualified teachers on the subject. The project has not yet reached such a goal.

The GP&LL report correctly points out that *'contribution of efforts and resources for [...] the elimination of CL is a much more positive scenario than [one agency trying to do everything alone]'* the Mission also agrees with the observation that quality and experience of the implementing agencies is a factor for success. But

there are other factors that influence impact. For example, it is a good practice to involve grassroots NGOs in the community activities because they have the trust of the people. Government agencies are often regarded selfish, corrupt and authoritarian. Although the Mission was impressed with the level of motivation among the government agency staff they met these staff will have a hard time convincing the population that they are not doing this for their own benefit.

5.2.8 Other Lessons Learned

Equal Opportunity for all 16 or 17 year olds

The project had little impact on keeping children who are legally old enough to work from replacing removed children. It seems more relevant to improve the work conditions in these hazardous work locations for the 16 or 17 years olds instead of making specific efforts to remove them from their job.

The project offered only those 16 or 17 year olds who were listed working at hazardous work locations in 2001 vocational training opportunities in the course of the project. However, these children have grown older and in some instances their families have prospered enough to send their children to school. Despite these changes the project was not flexible enough to replace them with a more eligible and younger target group.

The lesson learned is that the project should give an equal chance to all 16 or 17 year olds of poor families in the concerned communities. The selection criteria should be based more on poverty level and success factors to complete the training then on years-ago prepared target lists.

Less Complicated System for Executing Action Programs

The extensive financial reporting to an office based outside the country and the requirement to close bank accounts and return all moneys at the end of the first phase – while starting again for the second phase at the same time – caused not only delays and much work for implementing agencies and IPEC management, but postponement of activities.

The lesson learned is that financial systems should fit to the capacity of the implementing agencies (while capacitating them further) and that the local office should have financial staff capable to deal with financial reporting problems locally. Also a lesson learned is that a short-cut – the decision to create second phases instead of program extensions – might backfire and that consequences should be taken into account prior to making such decisions.

Flexibility during Implementation

Monitoring target children in a joint approach by department staff and NGO personnel in the rubber plantations was not efficient because of different work times (Departmental staff works halftime – NGO staff fulltime). Both agencies agreed to divide the target area and continue to monitor separately. This is an example of initiatives taken by the implementing agencies that illustrate the resourcefulness of the partners. The next project design should incorporate enough flexibility for the partners to improve their work strategies.

5.3 REPLICABILITY & SUSTAINABILITY

This paragraph is of particular importance for the continuation of activities. In line with the Mission's Terms of Reference (ToR) a more forward look is presented while issues or activities that will stay in the past will not get much attention. The section starts with the capacity building component because this is viewed as precondition for the success of the national TBPs' achievements. Withdrawal, monitoring and community mobilization follows and the paragraph concludes with a view of the policy elements.

5.3.1 Education and Training

Most of the education and training interventions supported under this project are eminently replicable given the right circumstances and sufficient budget. However, there is concern over the sustainability of some outcomes if the upcoming Time Bound Program (TBP) does not continue support to the three initial sectors.

Whereas the training provided to education staff and CLC teachers was generally adequate for the needs of the project, it was not part of a long term approach to building awareness or capacity. Given this, the new attitudes and behaviors demonstrated during the project may not be sustainable. One-time events and the short duration of this project are generally not sufficient to produce lasting outcomes. Staff need opportunities to refresh and upgrade their knowledge through periodic training. Allowing them to get together periodically to exchange experiences is also an effective way to keep people involved and motivated when salaries and work benefits are low. Educators form a crucial link in the chain of helping children to understand their rights and parents to understand their responsibilities. They need to be thoroughly versed about the legislation governing child labor. Involving school inspectors (who oversee the quality of teaching) could further reinforce efforts in the classroom level.

5.3.2 Withdrawal, Inspection and Community Mobilization

Most of the removed children indicate themselves or through their parents or care takers that they will not return to the hazardous work places they used to work. But for as long as the family income is insufficient the credit provided by the project is instrumental to keep these children from retuning to the hazardous work place. The departments charged with labor inspection show determination to continue their work and facilitate removal of children from hazardous employment. However, at the rubber plantations inspection is not yet a practice and might never be the best tool to remove children in view of the powerful position of the owners and the de facto complicity of parents. In all cases availability of sufficient material and human resources and 'political' will is required to sustain the withdrawal and monitoring activities. The ratification of Prakas defining punitive actions when employers not comply with the regulations is an essential element for the sustainability. This view is shared by others: *'The government, after concrete policy and laws have been installed, should also put measures to define sanctions, punitive actions and incentive programmes for enterprises supporting the program.'* (MTE p. 46).

Most CLCs co-operated by communities and SHGs, some of which have established saving funds that in their turn can be used as credit source, are still fragile structures after 18 months or much shorter periods of operation. They need more time and further resources to become sustainable. An example was a SHG met by the Mission that saved over one million Riels (equal to US\$ 250). Although this fund was

large enough to provide a loan to new members the loan amounts are often too low to start-up a new enterprise. The saving funds have more a function to bridge a short difficult period than to provide business loans. This affects the sustainability of a majority of the SHGs.

5.3.3 Policy Development

The groundwork for further policy development has been laid with the ratification of the first *Prakas*, that specifies which kinds of work is hazardous, the six draft *Prakas* that outline the specific measures needed to address child hazardous labor in the main sectors and the development of the draft National Plan of Action. It is now time to anchor firmly these policies in all relevant institutions in the salt, fishing / shrimp processing and rubber plantation sectors. It is also time to integrate the policies in other hazardous work areas and to establish more effective structures when called for (e.g. in the rubber plantations). The Mission shares with the MTE that: *‘The key to sustaining the project is to mainstream the program as part of regular functions of the MoSALVY and the MoEYS, and broadening support through local action plans on child labor in support of the national action plan. The program also has to initiate linkages among the NGO network, employers, labor groups and church and civic organizations.* (MTE p. 46).

5.4 RECOMMENDATIONS FOR TIME BOUND PROGRAM

The Missions’ view towards *good practices & lessons learned* is that these are time-bound in the sense that they might or might not be applicable in the future. It depends on the kind of program and implementers as much as on the national context or local conditions. The national TBP’s framework is designed through involvement of all stakeholders. Many of the previous practices that have been labeled ‘good’ in progress reports and the Good Practices & Lessons Learned report are incorporated in the new design. The main sponsor US-DOL has committed funding for the project as outlined. The Mission’s ToR includes the task to recommend ‘.. *how to integrate [good practices and lessons learned] into planning processes and implementation of future IPEC activities in Cambodia*’. However, it requires much more time than was available for the Mission to design strategies required to implement good practices and lessons learned²³. Besides, the Mission believes that one of the main good practices of the completed project was that implementation strategies were developed with ample input from stakeholders. Therefore, the Mission has limited its recommendations to those practices that 1) are not yet in place or need further emphasis; 2) to lessons learned that are not included in the national TBP design; and 3) included some other suggestions for improvement of the national TBP.

5.4.1 Education, Vocational Training and Employment²⁴

National Curriculum

Imbedding child labor issues into the national curriculum and incorporating these topics into the content of pre-service and in-service teacher training would be important in the long term. The MOEYS is committed to do²⁵ so but will need further encouragement on the political level (lobby), will need technical support for proper

²³ 50 person days were allocated to the Mission of which only 10 days were intended for analysis and preparation of draft report.

²⁴ See for more detailed recommendations Annex N: Field Report on Education & Skills Training

²⁵ Child Rights Foundation, a NGO is collaborating with the MOEYS to incorporate child rights issues in the trainer college curriculum.

curriculum development (consultants) and might need financial support to produce new text books.

Recommendations:

- (1) *Those trained under the project should continue to form part of the education cohort under the national TBP. Also CLC teachers in the three sectors should continue to receive training.*
- (2) *The national TBP should provide the MOEYS with additional support to integrate child labor issues into the national curriculum and pre- and in-service teacher training programs. Where-ever optional the national TBP should work with other organizations aiming at incorporating child rights issues in the curriculum.*

Root Causes of Poor School Attendance

Weak analysis prevented implementers from fully understanding causes of poor attendance and drop out among target beneficiaries. The problem of migrating children was identified in all sectors.

Recommendations:

- (3) *The national TBP should strengthen follow-up and analysis in order to improve, as needed, those interventions designed to keep children in school and out of hazardous work situations.*
- (4) *The special problems of at-risk children who are part of migrant populations needs to be addressed in the national TBP.*

Community Learning Centers

The future of the 18 CLCs established under the project is not entirely clear. Some are already within the framework of non-formal education under the national education system, and there are proposals to bring the rest in as well. MOEYS has started its own CLC pilot program which use the same skills training materials developed for the project. It would make sense to regularize the status of the CLCs and bring them into a national institutional context, provided their initial purpose was not altered.

Recommendation:

- (5) *CLCs should be mainstreamed into the national education system under the Department of Non-Formal Education within MOEYS without changing their essentially child-centered approach.*

School Materials

Inputs provided to children returning to primary school (uniform, textbooks, learning materials, and occasionally shoes) provided added incentives to poor families. The project did not acknowledge the possibility that some children would need such assistance over the long term.

Recommendation:

- (6) *The project of support to the national TBP should find ways to address the potential need for long term assistance in a sustainable way and continue to involve NGOs in the distribution process.*

Facilitation of re-entry School

Educational performance of beneficiaries should be tracked and their knowledge tested in order to demonstrate their mastery of subject matter and legitimate the learning approach taken by the CLCs. Having information on the performance of target populations is crucial to assessing outcomes and determining whether CLC curriculum is adequate or needs adjustment.

Recommendation:

- (7) *The project of support to the national TBP should provide for an assessment of learning outcomes by designing testing instruments and providing technical assistance to the MOEYS to analyze the data.*
- (8) *Children should receive certificates of equivalency upon leaving CLC programs.*

**5.4.2 Withdrawal, Monitoring and Community Mobilization
Credit Scheme**

The credit provided to parents was the main factor that enabled them to withdraw their child(ren) from hazardous work. The sponsor for the national TBP has indicated not to allow its funds to be used as credits.

Recommendation:

- (9) *The national TBP through the Royal Government of Cambodia should lobby the sponsor to allow its funds to be used as credits in order to keep the achievement as high as during the previous project.*

Removal Older Children

The project has experienced difficulties in removal of children who are over 15 years of age. These youngsters often did not want to go back to school and vocational skills training was not an option for everyone. To find or create alternative jobs that are not hazardous is the only option and these opportunities are few. Besides, Cambodian law allows children over 15 year of age to work. Therefore, focusing on removing children of this age from hazardous work only provides vacancies for other children (sometimes younger than 16 years); the net result is zero or worse. It seems more effective to focus on children under 15 year to enable them to leave the hazardous work place and to go to school or learn a vocation. However, the project should try those 16 or 17 year old children who express wanting to leave hazardous work to assist as well.

Recommendation:

- (10) *The national TBP should enable all children to leave hazardous work, but should focus especially on children under 16 year, while improving safety and occupational health for all (child) workers.*
- (11) *The national TBP should commission studies to assess which inputs are required to encourage growth of locally based small entrepreneurs.*

Consequently funds need to be allocated and action taken to realize this growth.

Migrant Families

Despite acknowledgment of the problem to facilitate removal of children from migrant or marginal families the project failed to introduce strategies to overcome the constraint. Also the Proposal ‘Support Project for the NPA’ (national TBP) acknowledges the problem but fails to offer alternatives. Such families are a significant and most vulnerable part of the target group. However, the most effective removal strategy – credit – is not applicable under the project criteria. It is therefore evident that the project has to change criteria or find other ways to increase family income of these target groups.

Recommendation:

- (12) *The project of support to the national TBP should make special efforts to identify and introduce strategies to enable more children from migrant families (taking into account their mobility patterns) or marginalized families to leave hazardous work (taking into account that credit groups (SHG) might not accept them for lack of trust or collateral).*

Repeating Grades

Children who cannot attend regularly cannot advance to the next grade and may end up repeating the same grade two or even three times. Without continued assistance to parents, favorable outcomes such as those seen under the project may not be sustainable.

Recommendation:

- (13) *The project of support to the national TBP should continue the seed money scheme or introduce alternative income-generating assistance to parents while increasing credit amounts; more opportunities for migrant and marginalized families to participate in income-generation activities should be realized.*

Out-of-the-Box Thinking

The project has achieved much applying pre-designed strategies. However, no attempts are documented to *think out-of-the-box* and the attitude was generally re-active. Implementing agencies were both too occupied following project procedures and constricted by fixed budgets and static programs to apply non-programmed activities. The project in its nature and structure did not encourage alternative strategies.

Recommendation:

- (14) *The national TBP should encourage a pro-active attitude of implementing agencies and facilitate the introduction of alternative or pilot strategies. This requires that budget requirements will get less priority and that a certain risk for failure is anticipated.*

5.4.3 Policy Development

Committee Structure

The Child Labor Unit has operated well during the project period but needs to evolve to a higher level in order to be able to direct the national TBP properly.

Promoting the CLU to a department was suggested by some stakeholders. On the provincial level several committees exist that oversee child rights issues and that are largely complementary. Committee members suggested incorporating child labor committees in a more generic child rights committee.

Recommendation:

- (15) *The national TBP should encourage a restructure at the MoLV whereby the CLU would be integrated in a separate department structure without losing its original mandate and accountability to the National Sub-Committee on Child Labor.*
- (16) *The national TBP should encourage provinces to merge committees that are complementary while introducing sub-committees, among which one on child labor.*

Tri-partite Decision-making

Child Labor Committees comprise predominantly of government department staff; hence government sets often the agenda and decides on major issues. The other members will be consulted but have no real influence. This affects the motivation of employers and employees to join and to take measures at the work place. A more democratic system would enhance both participation and involvement of non-governmental organizations, associations and unions.

Recommendation:

- (17) *The provincial Child Labor Committees should make decisions more democratically and comprise of three voting blocs, namely government, employees (represented by unions and NGOs) and employers. Each bloc should have one vote. Prior to taking a vote on any issue representatives of each 'bloc' should confer among themselves and agree on the 'bloc' vote.*

Pressure Continued

Six more *Prakas* need to be approved by the ministry and procedures for their enforcement need to be developed. Also, the provincial and national Plans of Action need to be translated into procedures and activities. Without continuous pressure the chance exists that the process will halt.

Recommendation:

- (18) *The national TBP should put measures in place to follow-up on the progress of the policy development activities and put pressure on policy-making bodies, like Labor Advisory Council and Ministry to proceed with the process of legalization and measures for enforcement.*
- (19) *The national TBP should encourage ministerial and provincial committees (to continue) to develop procedures and to put the proper mechanisms in place for enforcing the *Prakas*.*

Job Placement

The overall responsibility for job identification and placement was left to the NGOs, and this appeared to work well under this project. However, this might not be possible in the national TBP in which case alternatives need to be found.

Recommendation:

- (20) *The national TBP might consider strengthening the capacity of Provincial Labor Departments in guidance and job placement in order to help institutionalize the function within the overall government structure.*

5.4.4 Application of Effective Models of Intervention

Special attention was given to effective models of intervention and how to integrate these into the national TBP planning processes. The GP&LL report is a proper reference for the many good practices and lessons learned in the course of the project. In that document are also requirements listed for the application of good practises on the basis or the experiences in the completed project.

The Project of Support to the NAP-WFCL intends to apply several models of intervention that have been proven successful in the course of the project. The Mission identified a number of models of intervention as being most effective. For the purpose of the evaluation effective has been defined as *‘leading to sustainable (re)solutions for enabling children to leave or prevent to enter selected hazardous work places’*. Below are discussed what the Mission viewed as the most relevant and effective models of intervention suggested for the national TBP.

1) In the area of Awareness-raising

The project raised awareness and sensitized more than 30,000 school children on the issue of child labor in the course of two years. The approach was to train a group of selected school teachers who in turn trained their colleagues. The teachers integrated child labor issues in their regular lessons. They also organized monthly sessions with *peer groups* consisting of class leaders who in turn lead discussion sessions with class mates on child rights, including child labor. Although this strategy obviously had good results it has one flaw, namely that the majority of children working in hazardous work places not and often never attended school. They will thus not be reached through this approach, unless the *peer groups* reach out to the working children. This can be done by meeting (groups of) working children through another successful approach.

The MTE reports that all children interviewed in project villages were well aware of child labor issues. Community volunteers and CLC teachers informed these children through sessions and visual means (e.g. posters, videos). The high rate of awareness demonstrates that this strategy was successful. Merging this strategy with school-based *peer groups* for children working in hazardous work places will achieve two results. The working children learn from peers about the hazards, safety and occupational health issues what is more effective than hearing this from adults; the *peer groups* will experience directly from the working children what such hazardous work actually is what motivates them to continue their activities.

Coordination of what has been put in place by the project and some additional means are needed to achieve this merger. The school *peer groups* should be strengthened through child club strategies (e.g. newsletter, internet access, group activities). The NGO Child Rights Foundation is one of the civil society organizations that has gained professional experience in this approach in Cambodia and could act as Advisor to the TBP to organize this strengthening process. Further, besides financial means for the strengthening process a budget is needed for the meetings with working children. Such meetings should be attractive for the latter group as they have little free time. Considered could be to include various entertainments in these meetings that are

locally available (circus, music bands) or easily and cheaply can be arranged (movies).

2) In the area of Child Hazardous Work

A. The project focused on monitoring of the selected target group children working in hazardous places but inspectors of the departmental ‘inspectorates’ conduct more generic labor inspections at salt fields and fish/shrimp processing workplaces. They do not inspect child labor at homesteads and in rubber plantations department staff refrained from formal inspections but monitored the selected target group for lack of a legal mandate to inspect. However, the model itself has proven to be effective to some extent. With the legal framework in place once the respective *Prakas* are approved working place labor inspections might be much more effective in preventing child hazardous labor at work places.

To be effective the inspection needs not only the legal mandate but guidelines or procedures for implementation and enforcement. The national TBP through the CLU and the M/PCCL needs to guide and facilitate the development of these guidelines or procedures and introduction in provinces. This requires technical support (legal consultants) and financial means for producing, distributing and introducing the procedures widely among government agencies, employers and employees.

B. Child hazardous labor not only occurs at work places but also at home or while at sea or in plantations. In that case child labor at family homesteads, fishing boats or plantations need to be inspected. While departmental inspectors can do this in plantations once the *Prakas* has been endorsed and enforcement measures have been put in place, community volunteers need to motivate parents not to involve their children in hazardous work. For this to happen, local-based NGOs with a good rapport with the people need to be enlisted and given the means to accomplish this.

3) In the area of Withdrawal from Hazardous Work

An in-depth assessment in the credit scheme and SHG system should be commissioned in order to know more exactly what were success factors. However, there is ample proof that the seed money provided to families with children working or going to work in hazardous work places was most effective to enable children to go or return to school or learn a vocation. Although US-DOL not allows the TBP to use its funds for credit it might be possible to allocate funds for a revolving fund. In fact money for the revolving fund would be borrowed from the US-DOL grant and repaid using the return payments of capital and interest. The interest gain should also be used to cover the risk of non-repayment.

In case US-DOL not agrees with such arrangement or for another reason it would not be feasible, the project should negotiate with development banks or commercial banks with a social program (e.g. Aceda) to get a loan for a revolving fund. Condition for success of the credit scheme for the target group is that the interest will be of the same order as currently (3% to 5%). In case the loan condition includes a larger interest rate the project should find ways to cover this. Further, in order to be more effective and sustainable a business plan should be the basis for allocating the credit and defining the amount. Without a viable plan or sufficient amount the loan might result in failure. The NGO coalition COSECAM offers agencies advice in validating small-scale business plans; the project should try to connect its credit scheme with that agency.

4) In the area of Vocational Skill Training

An in-depth assessment in the vocational skill training program should be commissioned in order to know more exactly what were success factors. But there is ample proof that the apprenticeship system in most cases resulted in employment. The model of intervention is thus effective for the current trainees. However, as above is pointed out (see education section) the likelihood that there are limited apprenticeship places available for new trainees in the current project areas is high. Further, competition with youth who have a better background and connections is a threat for the program in many parts of the country. The national TBP needs to be pro-active in finding training places and assuring employment following the training. Further, the kinds of vocations need to be more varied because too many agencies are providing sewing, hairdressing or mechanic courses. The NGO coalition COSECAM – under a grant of USAID – has developed a special system to find employment and corresponding employment, using job counselors who connect the client with the prospective employer and who during the process of training/apprenticeship counsel the trainee; the project should try to connect its vocational training program with that agency.

5) In the area of Regulation and Enforcement

The project has achieved the endorsement of the ground-laying *Prakas* and completed the draft of 6 more specific *Prakas* within a time-span of less than 30 months. This accomplishment need to be followed by a similarly determined and speedy development of guidelines and regulations that translate the *Prakas* in rules and procedures for the regulation and enforcement of child labor inspections. The CLU needs to organize and coordinate this at the national level and M/PCCLs need to do so at the provincial level. Both bodies need to have the mandate and means to influence the development process sufficiently in order to achieve compliance with the *Prakas* – even when not yet endorsed – by employers and local government officials who might be reluctant to enforce the law.

For this to happen, the CLU needs to add legally trained personnel to its core and to attain the commitment of the Ministry. The M/PCCLs need each to establish a secretariat that is also staffed with legally trained persons who will introduce ministerial regulations and procedures in the provincial legislation and adjust to local conditions. Project support – both in terms of political pressure and financial means – for CLU and M/PCCLs is required.

6) In the area of Training and Capacity Building

The Mission found that for the purpose of implementation of project activities training provided by the project was sufficient. However, the training did not result in a core of trainers. Hence, implementing agency staff is often not capable to transfer skills to colleagues. As the national TBP will expand to new sectors and mobility in government agencies is not uncommon training of trainers is a requirement to retain a skilled core of implementing staff.

The national TBP needs to establish a core of trainers for all areas of intervention. Such core of trainers best can be based at the CLU (thereby enhancing the prestige of the Unit) from where regular courses will be provided at the provincial level (it is more cost-effective that one trainer travels to a province instead 10 trainees travel to the capital). The CLU need to commission the training of their trainers and refreshment courses to consultants or institutes. Financial means need be made

available for the training of trainers, salaries for the training core staff and training course expenses.

7)In the area of Project Execution

The reporting requirements and financial system were cause of delays and problems that need to be avoided in the national TBP. In the national TBP implementing agencies need be accountable to the government; consequently progress and financial reporting need to follow government practice, for instance using Khmer language and ministerial accountant procedures.

The government needs to be accountable to the sponsor; consequently progress and financial reporting need to follow international practice, for instance using English language and international standard accountant procedures. In case the latter procedures are not in line with sponsor requirements remedial measures need to be taken at government level. The ILO/IPEC national staff needs to provide technical support to the government in order to facilitate proper reporting.

ANNEXES

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Annex A
Terms of Reference
For
Independent Final evaluation
Combating Child Labour in Hazardous Work in the Salt
Production (Kampot), Rubber Plantations (Kampong
Cham) and Fish/Shrimp Processing Sectors (Sihanoukville)
in Cambodia

ILO Project Code	CMB/01/P51/USA
Country	Cambodia
Duration	40 months
Starting Date	September 2001
Ending Date	December 2004
Project Locations	Kampong Cham, Sihanoukville, Kampot and Phnom Penh
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	US \$ 993,310

I. Background and Justification

Children and their rights represent a matter of great concern in Cambodia. The elimination of child labour is an important priority in Cambodia's child protection agenda. Since 1997, the International Labour Organization's IPEC programme has played an important role in developing the knowledge base on child labour in Cambodia and enhancing national capacity to address the problems of child labour. Since then, the ILO and Cambodian partnership has steadily made considerable progress towards its objectives in collaboration with employers and business organizations, workers' unions and non-governmental organizations. This project was designed to address the needs of children and youth working in hazardous situations in salt production, rubber plantations and fishing/shrimp-processing sectors in Cambodia.

The project aimed to reach working children through direct action programmes and aimed to strengthen institutional development and intensive capacity building. The ***operational (development) objective*** of this project is to contribute to the progressive elimination of child labour in the salt, rubber and fishing sectors in Cambodia.

The immediate objectives of the project are two-fold:

Immediate Objective 1: At the end of the programme, the capacity of national and community level agencies and organizations in Cambodia will have been strengthened to plan, initiate, implement and evaluation action to prevent and progressively eliminate child labour, especially those in hazardous work situations.

Immediate Objective 2: At the end of the project, an estimated 900 working children in the salt production in the Kampot province, rubber plantations in the Kampong Cham and fishing/shrimp processing industry in Sihanoukville province will have been removed from hazardous employment and working conditions; and 2,600 working children will be prevented from moving into hazardous work considered as the worst forms of child labour in the same locations.

The project strategy for achieving the above objectives aims to remove children from hazardous employment and working conditions and to prevent more children from entering workplaces through direct assistance and capacity building programmes. More specifically, the project set out to reach approximately 3,500 working children through direct action programmes. A target of 900 of these children was set to prevent them from moving into hazardous work considered as the worst forms of child labour.

The project is carried out in four components to reflect the objectives listed above. The different components are:

Component A: Policy, Programme Planning, Research and Documentation	Undertake research and policy studies that will identify the gaps in existing laws and social programmes as they apply to working children in the hazardous sectors. The studies will propose reform that provides a firm basis for protecting or withdrawing children from these forms of work. Information to be used in the refinement of National Plan of Action on CL
Component B: Capacity Building	Specific training to be given in Programme design, delivery, monitoring and evaluation; CL inspections and negotiating skills for dealing with social partners; Strengthening the administrative and supervision capacity of national level child labour committees and working groups and linking with provincial level CL committees; Awareness raising and networking with media, social partners, teachers.
Component C: Targeted Social Protection (Direct Action)	Implemented by using a different mix of interventions suited to the different target groups, expressed needs and expectations of the communities and children. Services include: Providing return to school assistance and literacy and other support for children to catch up in school; Facilitate entry of children into established short term skill training programmes for 13-17 yrs old; Providing parents of targeted children guidance and assistance for income, employment and credit opportunities; Providing health care and nutritional services through referral system; Providing opportunities to improve working conditions and training on OSH.
Component D: Community Empowerment and Community based Child Labour Monitoring System (CLMS)	Awareness raising and advocacy to the community at large; organizing socialization and developmental activities for young workers through art or sports. CLMS: Creation of community mechanisms; Establishment of community child labour watch scheme fine-tuned to specific sector needs.

The project has a total of **10 Action Programmes** to support the four components. (A full list of the A.Ps can be found in annex 1 of the present TORs) The Action Programmes were implemented at different speeds in sectors depending on various factors including the completion of baseline surveys in the three sectors, recruitment and the re-recruitment of project staff, the setting up of provincial committees on child labour, building up social alliances with employers and parents, identification of implementing agencies and the experience of partners to work with international

organizations, the approval procedures within the ILO and the general capacity of the sectors involved.

A national **Time Bound Programme** has been put in place by the Government of Cambodia and ILO/IPEC in consultation with the Cambodian Government has developed a Programme of Support to the National Time Bound Programme to start September 2004. The present project contributed actively to the preparation of the National Time Bound Programme (TBP) to implement the government's *National Plan of Action Against the Worst Forms of Child Labour (NPA-WFCL)* through provincial and national dialogue. The national TBP is based on wide dialogue with stakeholders, seven municipalities and provinces have been selected as target areas through discussions with the Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MOSALVY) and as per priorities set by the NPA-WFCL in Cambodia. The priority sectors for the NPA-WFCL have been set as the following:

- Brick making
- Porter (children cross border)
- Services sector (hotel, guest house, restaurant and beer promotion)
- Rubber plantation
- Fishing
- Salt Production
- Child domestic workers

These sectors, of which the first three are new for ILO/IPEC, and target areas will be covered by the ILO/IPEC programme of support.

Evaluation Background

The current project undertook a self-evaluation exercise in May 2003 following ILO/IPEC evaluation procedures and as set forth in the project document. The present final evaluation is an independent external evaluation as stipulated in the project document and as agreed upon by key stakeholders.

As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The present Terms of Reference is based on the outcome of this process.

II. Scope and Purpose

Scope

The scope of the evaluation includes all project activities to date including Action Programmes. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programmes and any specific recommendations for use in the future TBP Cambodia.

Purpose

The purpose of the present evaluation should be to assess whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs. The evaluation should assess the overall impact of the project at different levels such

as at policy level, beneficiaries level, community level and household level. The evaluation should try to assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in Cambodia. A particular focus should be to identify elements of effective models of intervention.

III. Suggested Aspects to be Addressed

The evaluation should address the overall ILO evaluation concerns such as **relevance**, **effectiveness**, **efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with DED. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.

Design

- Assess whether the project design was logical and coherent and took into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders.
- Analyse whether available information on the socio-economic, cultural and political situation in Cambodia was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the 10 Action Programmes designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding

Project strategies:

- Policy, programme planning, research and documentation
- Capacity building
- Target social partners (direct action)
- Community empowerment and community based child monitoring

Project Component of Intervention:

- Awareness raising/advocacy and sensitizing on child labour related issues
- Non-formal and formal education
- Vocational skills training
- Child labour monitoring and occupational health and safety (OHS)
- Self-help groups for income generation and prevention/removal
- Legislation, policy development and enforcement
- Capacity building among program implementers
- Sustainability and ownership

Achievements (Implementation and Effectiveness)

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process
- Assess the efficiency of the programme ie compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity, were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs and whether it has achieved its objectives
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units were adequate
- Examine the NSC mechanism. How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the working relationship between the NSC and the implementing agencies, partners and between the implementing agencies and programme staff. Does the programme provide adequate support to its implementing agencies and partners?
- Assess whether the recommendations made in the self mid-term evaluation were considered and if appropriate acted upon and to what effect.
- How were the strategies for child labour monitoring implemented and coordinated?
- Examine the networks that were built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Assess the level of government involvement to and support for the project and for the future programmes aimed to eliminate the worst forms of child labour in Cambodia.
- Assess the capacity of implementing agencies to implement the designed Action Programmes.
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the project. Has the capacity of community level agencies and organizations in Cambodia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?

- Which are the mechanisms in place for programme monitoring? Please assess the quality and use of work plans and monitoring plans.
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries
- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme based on the finding of baseline surveys.
- How does the strategy used in this programme fit in national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?

Sustainability

- Assess to what extent a phase out strategy has been defined and what steps have been taken to ensure project sustainability
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue delivering goods and services adequately.
- Regarding the activities that will not be incorporated into the TBP, what kind of exit strategy has been envisioned?
- As the children and families under this project will not be included in the TBP as target groups, what has been done for project impact to be sustainable for these target groups?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitise local institutions and target groups on these issues

Special Aspects to be Addressed

In addition to the general concerns, the evaluation should critically explore the following issues.

- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for TBP Cambodia, particularly focusing on identifying elements of emerging effective models of interventions.

IV. Expected Outputs of the Evaluation

- A desk review
- An evaluation instrument prepared by the evaluation team
- Field visits to each of the project sites and to Phnom Penh
- Stakeholder workshops facilitated by the evaluation team in each of the project locations
- Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team
- Final Report including:
 - ✓ Executive Summary
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix

The total length of the report should be a maximum of 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the ILO consultants. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC.

The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation team will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

The evaluation will be carried out using a desk review, field visits to the three project sites and Phnom Penh for consultations with project staff and project partners and beneficiaries and other key stakeholders and to hold three small stakeholder workshops in the project sites.

Composition of the evaluation team:

The evaluation team will consist of two evaluation consultants that previously have not been involved in the project. One of the consultants will be the team leader.

The background of the evaluation team divided by the team members should include:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in the design, management and evaluation of development projects, in particular with local development projects.
- ✓ Experience in evaluations in the UN system, preferably as team leader
- ✓ Relevant regional experience preferably prior working experience in Cambodia
- ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework is highly appreciated.
- ✓ Experience in the area of education and legal issues would also be appreciated
- ✓ Experience in the UN system or similar international development experience
- ✓ Familiarity with and knowledge of specific thematic areas
- ✓ Fluency in English
- ✓ Experience facilitating workshops for evaluation findings

The appointment of the consultants will be approved according to established procedures

The team will be made up of two international external consultants.

- ❖ One team member will be identified and recruited by ILO/IPEC-DED
- ❖ One team member will be provided by US-DOL

The team leader will be designated upon further consultation between ILO/IPEC-DED and US DOL. The team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and the compliance with deadlines.

The evaluation team will be responsible for undertaking a desk review of the project files and documents, undertake field visits to the three project locations, facilitate the workshops and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultants.

Timetable and Workshop schedule:

The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

The team will be engaged for *5 work weeks of which two weeks will be in-country in Cambodia*. It is expected that the team leader be engaged for the full five work weeks and the team member for four work weeks including two weeks in-country. It is expected that during the process members of the team will be in contact as appropriate.

The timetable is as follows.

Phase	Responsible Person	Tasks
I	Evaluation Team	<ul style="list-style-type: none">○ Telephone briefing with IPEC DED○ Desk Review of project related documents○ Evaluation instrument based on desk review
II	Evaluation team with logistical support by project	<ul style="list-style-type: none">○ In-country to Phnom Penh for consultations with project staff○ Field visits to Sihanoukville, Kampot, Kampong Cham○ Consultations with project staff○ Consultations with project partners○ Consultations with girls and boys, parents and other beneficiaries○ Workshop with key stakeholders in each project location
III	Evaluation team	<ul style="list-style-type: none">○ Draft report based on consultations from field visits and desk review
IV	DED	<ul style="list-style-type: none">○ Circulate draft report to key stakeholders○ Consolidate comments of stakeholders and send to team leader
V	Evaluation team	<ul style="list-style-type: none">○ Finalize the report including explanations on why comments were not included

Schedule and Duration

Phase	Duration	Dates
I	5 work days	October 25-30
II	10 days	November 1-12
III	5 days	November 15-19
IV	Two work weeks	November 22-December 3
V	5 work days	December 10

Sources of Information and Consultations/Meetings

- DED guidelines and ILO guidelines
- Project document
- Progress reports/Status reports
- Technical and financial report of partner agencies
- Child Labour Monitoring System document

- OHS checklists
- Provincial Plan of Action
- NPA-WFCL documents
- Praka documents
- Good practices and Lessons learnt report
- Other studies and research undertaken
- Self mid-term evaluation report
- Action Programme Summary Outlines
- Project files
- National workshop proceedings or summaries

Consultations with:

- Project management and staff
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- NSC-CL members
- Provincial Committee on Child Labour (PCCL)

Final Report Submission Procedure

For independent evaluations, the following procedure is used:

- The **team leader** will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluation team leader** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources:

The resources required for this evaluation are:

For the DED appointed team member:

- Fees for an international consultant
- Fees for local DSA to project sites as appropriate

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

The resources for the consultant provided by US-DOL will be from a separate budget source.

Management:

The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Cambodia will provide administrative and logistical support during the evaluation mission.

Annex B

ITINERARY

Evaluation Hazardous Child Labor Project

DATE		ACTIVITY	Remarks
OCTOBER			
Wed	20	IPEC staff meeting	
Sat	23	Desk review	
Sun	24		
Mon	25	Desk review	Recruit National Assistant
Tue	26		
Wed	27	IPEC PP 16hr to SHV	IPEC SHV staff will guide
Thu	28	Field orientation SHV 16hr to KPT	
Fri	29	Field KPT 11hr to PP Reporting	
Sat	30	Desk review Briefing w/ K. Johnston	
Sun	31		
NOVEMBER			
Mon	1	Develop Evaluation Tools 15hr to SHV	Kings' Birth Day
Tue	2	CCBO SHV	
Wed	3	Dpt Soc Affairs Dpt Educ visit to CLC	
Thu	4	MCCL Interviews to KPTDpt Educ	Visit to salt fields
Fri	5	PCCL Indiv. Members PCCL Dpt Soc Affairs	
Sat	6	CCPCR 12hr to Phnom Penh	
Sun	7	Reporting	
Mon	8	7hr to KCM PCCL Dir-Gen Dpt SocAff/DptEduc	Met Dir-Gen Rubber Company by chance
Tue	9	KTO Visit to Plantation Communities IPEC coordinator	Independence Day
Wed	10	7hr to PP IPEC PP meeting Reporting	
Thu	11	CLU Data review Dpt WomAff Worker Union	
Fri	12	Preparation workshop Feed-back Workshop in PNH	Project stakeholders
Sat	13	Reporting	K. Johnston leaving country
Sun	14		Nat. Ass submitted field report
Wed	17	Reporting & additional Data collection	Nat Ass: missing data
Thu	18		K. Johnston emailed her
Fri	19		input to the report

Sat	20	Reporting	
Sun	21		Draft sent to Geneve
22–30 Nov		Review draft – circulated by ILO	Water festival holiday week
DECEMBER			
1-3 Dec		Review draft Report	By Stakeholders
Mon	6	ILO Geneve emailed comments to Team Leader	
Wed	8	Team Leader received comments on draft	
9-12 Dec		Revision draft Report	
Mon	13		Submission Final Report

National
holiday

PP = Phnom Penh CCBO = local NGO MCCL = Municipal Committee for Child Labor

SHV = Sihanoukville CCPCR = local NGO PCCL = Provincial Committee for Child Labor

KPT = Kampot KTO = local NGO CLC = Community Learning Centers

CLU = Child Labor Unit TL = Team Leader Nat. Ass. = National Assistant to Mission

Annex D

LIST OF SITE VISITS

During the Field Mission from 1 till 10 November 2004 the following sites were visited by at least one member of the Evaluation Team.

Date	Team Members	Accompany	Location
28-10-2004	Team leader National Assistant	Inspector	Sihanoukville: Tomnob Rolork, small fishing enterprise
28-10-2004	Team leader National Assistant	Deputy Chief of inf. Educ Dpt	Sihanoukville: Sakura primary school
28-10-2004	Team leader National Assistant	Dir CCBO	Sihanoukville: Kash Kiang community
29-10-2004	Team leader National Assistant	Deputy Chief of Educ Dpt	Kampot: Chhum Kriel salt fiel
2-11-2004	Team leader Team member	Dir CCBO, Pro.coord ILO	Sihanoukville: Stoeung Hav, CLC and fishing enterprise
	National Assistant	CCBO staff	Sihanoukville: Korsh Kiang, CLC, SHG and small fishing enterprise
3-11-2002	National Assistant	Deputy Chief of inf. Educ Dpt	Sihanoukville: Stoeung Hav, primary school
4-11-2004	All	Deputy Chief of Educ Dpt	Kampot: Troy Kash CLC
5-11-2004	Team member National Assistant	Inspector Socail Affairs Dpt	Kampot: Chum Kriel salt fiel
6-11-2004	All	Coord CCPCR	Kampot: Koun Sat, SHG
9-11-2004	All	Sector Coord IPEC	Kampong Cham: Village 15, SHG, and Village 14, CLC

Annex E

LIST OF DOCUMENTS REVIEWED

Prior to the start of the Evaluation ILO Geneva forwarded to the Team leader and the Team member a total of 38 documents. Besides proposal and review reports a majority consisted of technical progress reports, annexes and tables. The Mid-Term Review did review and comment on relevant documents that existed at the time of the Review. In view of the limited time available for desk research the Team focused on documents from after the Mid-Term Review period. The ILO/IPEC office in Phnom Penh provided several other documents, while the Team picked up some documents during the Field Mission.

The list below does only include the most relevant documents reviewed or used by the Team for the preparation of the Report.

Good Practices and Lessons Learned in Combating Hazardous Work in Child Labour; undated.

Mid-Term Review: Combating child labour in hazardous work in salt production, rubber plantations and fish/shrimp processing sectors in Cambodia; undated.

Municipal Plan of Action on the Elimination of the Worst Forms of Child Labor, Year 2002-2004; MCCL Sihanoukville

National Plan of Action on the Elimination of the Worst Forms of Child Labour 2004-2010; February 2004 (draft)

Proceedings of the National Brainstorming Workshop on the Formulation of a National Plan of Action (NPA) on the Worst Forms of Child Labor (WFCL); November 5, 2003

Proceedings of the National Consultative Workshop on the Formulation of a National Plan of Action (NPA) on the Worst Forms of Child Labor (WFCL); December 8-9, 2003

Proceedings of the Workshop: Reviewing the Draft National Plan of Action (NPA) on the Worst Forms of Child labor (WFCL); January 28, 2004

Project Document: Support to the Cambodian National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time-Bound Approach; September 2004.

Project Proposal: Combating child labour in hazardous work in salt production, rubber plantations and fish/shrimp processing sectors in Cambodia; undated.

Provincial Plan of Action on the Elimination of the Worst Forms of Child Labor, Year 2002-2004; PCCL Kampot

Provincial Plan of Action on the Elimination of the Worst Forms of Child Labor, Year 2002-2004; PCCL Kampong Cham

Annex G

TABLE of

TARGETS VERSUS ACHIEVEMENTS

OUTPUTS	TARGETS	ACHIEVEMENTS	* NOTES
2.1; 2.2; 2.3 Removal Children	900	1280 (F=704)	* Definition of Children withdrawal based on: 1) Reduce working Hour 2) Attending non- or formal school; or 3) Receiving vocational Skills training. *484 children still worked in hazardous work place but reducing hours. 796 children were fully removed (88% of target). *Some targeted children reached 18 years when it was their turn. For these cases a replacement was selected.
2.1; 2.2; 2.3 Prevention	2600	2995 (F=1843)	* Prevention included giving school materials and uniform. Sometimes bicycle.
1.7 CL Sensitizing		39112 (F=17386)	* These figures are based upon enrolment figures at schools were sensitization was done.
SHG	620	827 (F=678)	*Higher number than target because the SHG methodology was attractive so that some villagers who wanted to support the poor, invested their own money for the groups. These were counted as project achievement.

OUTPUTS		TARGETS	ACHIEVEMENTS	* NOTES
Training	1.5 Teacher Training on CL	75	541 (F= 229)	<p>*The idea is to train all teachers in the targets so that they can mainstream the issues of CL in school and develop lessons.</p> <p>*The teachers came from 18 schools in Kampot, 7 schools in Sihanouk ville and 20 schools in Kampong Cham, total 45 schools.</p> <p>* Teachers from 18 CLCs were also included.</p> <p>* The increased number of participants did not affect the allocated budget.</p>
	1.4 Community on CL Issues	30	18 Community Monitors 135 focal person	* Community Monitors, Focal Persons, Chiefs of selected SHGs, VDC Leaders and Activist / Key Persons were trained in CL Issues.
	1.3 DME	30	120 participants	See Good Practices Report page 32

Annex H

TABLE of

PLANNED VERSUS ACTUAL IMPLEMENTATION

Agency	Start		Completion		Project months
	Planned	Start Date	Planned	End Date	
CCBO SHV	26 Aug. 2002 (P I) MP (15 Aug 2004)	26 Aug. 2002 MP (15 Aug 2004)	25 Mar. 2004 (P I) MP (15 Nov. 2004)	<u>31 Jul. 2004 (P I)</u> MP 15 Nov 2004	26 months
MDSALV Y SHV	23 Sep 2002 (P I) 01 Dec 2003 (P II)	23 Sep. 2002 01 Dec. 2003 (P II)	22 Sep 2003 (P I) 30 Jun. 2004 (P II)	<u>22 Nov 2003 (P I)</u> 31 Aug. 2004 (P II)	22 months
CCPCR KAMPOT	15 Dec 2002 (P I) MP 15 Aug. 2004	15 Dec 2002 (P I) MP 15 Aug. 2004	14 Jun. 2004 (P I) MP 15 Nov 2004.	<u>31 Jul 2004 (P I)</u> MP Nov 15, 04	22 months
PDSALV Y KAMPOT	14 Oct 2004 (P I) 05 Feb 2004 (P II)	<u>14 Feb 2004 (P I)</u> 05 Feb 2004 (P II)	13 Oct 2003 (P I) 05 Oct 2004 (P II)	<u>13 Dec. 2003 (P I)</u> 05 Oct. 2004 (P II)	21 months
PDEYS KAMPOT	15 Dec 2002 (P I) 15 Apr. 2004 (P II)	15 Dec. 2002 (P I) 15 Apr. 2004 (P II)	14 Mar 2004 (P I) 31 Oct 2004 (P II)	14 Mar 2004 (P I) 31 Oct 2004 (P II)	21 months
KTO Kg Cham	15 Dec 2002	15 Dec 2002	14 June 2004	<u>14 September 2004</u>	21 months
PDSALV Y Kg Cham	01 Nov. 2002 (P I) 01 Feb. 2004 (P II)	01 Nov. 2002 (P I) 11 Feb 2004 (P II)	31 Oct 2003 (P I) 31 Oct 2004 (P II)	<u>31 Jan 2004 (P I)</u> 31 Oct. 2004 (P II)	24 months
PDEYS Kg Cham	24 Dec. 2002 (P I) 15 Apr. 2004 (P II)	24 Dec 2002 (P I) 15 Apr. 2004 (P II)	24 Mar 2004 (P I) 31 Oct 2004 (P II)	<u>14 Apr 2004 (P I)</u> 31 Oct 2004 (P II)	22 months
MoSALV Y Phn Penh	25 Dec. 2002 (P I) 01 Aug. 2004 (P II)	25 Dec. 2002 (P I) August, 2004 (P II)	25 May 2004(P I) 31 Oct 2004 (II)	<u>31 Jul. 2004 (P I)</u> 15 Dec. 2004 (P II)	23 Months

Agency	Start		Completion		Project months
	Planned	Start Date	Planned	End Date	
MDEYS SHV	17 Mar 2003 (P I) MP 15 Aug 2004	17 Mar 2003 (P I) MP 15 Aug. 2004	17 Mar 2004 (P I) MP 15 Nov 2004	<u>31 Jul 2004 (P I)</u> MP 15 Nov 2004	20 months

* P = Phase

* MP = Mini Program

Implementation Period:

Planned: 26 August 2002 till 15 August 2004 (24 months)

Actual: from 26 August 2002 till 15 November 2004 (22 months (20 to 26 months))

Delays:

Start date: PDSALVY Kampot: 4 months

Completion date: average 2 months extension (range 1 to 4 months).

Annex I

ANALYSIS of

EDUCATION & SKILLS TRAINING

This Analysis was prepared by one of the team members and used as a basis for the education and skill training sections in the main report. The information contained in this Analysis is more detailed but not different from the relevant sections of the main report.

Introduction.

This annex covers: (i) the formal, non-formal, and skills training activities under the project and (ii) the role played by provincial and national education authorities in facilitating these activities. Where relevant, it also covers capacity building and training for education staff and the relationship of provincial education departments to other provincial entities involved with project implementation. It is divided into the following sections:

- Overview and Summary of Findings
- Appropriateness of Project Design from an Education Perspective
- Implementation Issues
- Education, Training and Employment Outcomes
- Project Relationship to National Education System and Priority Programs
- Sustainability, Lessons Learned, and Recommendations

Overview and Summary of Findings.

The project design was pedagogically sound, recognizing the need for a bridge between work and further education and the subsequent provision of appropriate types of education and skills training. The learning activities and incentives for children and parents were part of a comprehensive package of interventions. The approach to awareness raising and training for education staff at all levels also was comprehensive. The project fit well within the education ministry's structure, mandate, and other development programs, both at the design stage and subsequently. This bodes well for mainstreaming the overall approach. Project implementation was quite smooth overall, with activities being implemented as designed. With some exceptions (mainly occurring at the beginning of the project) cooperation between education authorities and other implementing partners was good.

The project generally achieved its objectives in terms of education, training and employment outcomes. Awareness raising was effective and evident in the changed attitudes of parents and broader understanding of education staff of child labor issues. While training quality was acceptable, amount of time spent in training and budgets devoted to it were probably insufficient. Learning materials produced were of good quality. Lessons on child rights and child labor became part of the curriculum in both non-formal and formal classrooms. Community Learning Centers were highly effective in serving as a bridge and providing remedial education and surpassed expectations in many respects. This was due in large part to the quality and dedication of the teaching staff. Vocational skills training was successful. Courses of

study were appropriate to the job market, as were the training methods, and most children found relevant employment after their training. NGOs were effective in brokering and facilitating skills training. Despite the generally favorable picture, some weaknesses were observed in the failure to assess student learning outcomes (in both non formal education and primary school) and analyze the root causes of drop out for children re-entering primary school.

The education and training interventions supported under this project were effective at getting children out of hazardous work situations and back into school or training and are eminently replicable. However, they may not be sufficient to keep them there over the long term. Similarly, training for education officials and staff was basically adequate to meet the needs of the project, but benefits may not be sustained without follow up support. Implications for sustainability of project benefits should be considered for the follow-on project, along with needs for: (i) better analysis of root causes of absenteeism and drop-out and (ii) routine testing of student learning outcomes. A uniform system for non-formal education under the education ministry should be developed and those centers under the project integrated within it. Finally, the NGO role in brokering skills training and facilitating job placement, while highly effective in this project, should be considered in light of the possible need to strengthen and formalize such forms of assistance in an institutional setting.

Appropriateness of Project Design.

The pedagogic approach to children involved in hazardous labor was sound from an education perspective and the education and training options made available were appropriate to their needs. While not unique in the Cambodian context, this project was the first time that non-formal education (NFE) in a community context was paired with other initiatives in a comprehensive approach aimed at removing children from hazardous work situations. The design recognized that children coming out of a working environment would range in age and educational background and would need remedial training in an intermediary environment to help them transition from work to education and training. This bridge was to be provided by the Community Learning Center (CLC). Unlike formal education, the CLC was designed to be “child-centered,” that is, to focus specifically on the needs of children. It tacitly acknowledged that target beneficiaries might have to continue working at least part of the day and allowed for the scheduling of classes when children would be available.²⁶

The project also recognized that keeping children out of hazardous work situations meant giving them sufficient education and training to be employable elsewhere. This need was met by returning them to primary school or, in the case of older children, streaming them into vocational training. Acknowledging that age would be an important factor in the placement of children after CLC study and planning accordingly was strong feature of project design.

Incentives to keep children studying and out of hazardous work situations were appropriate and complemented other project activities focused on awareness raising and compliance. Younger children were to receive the clothing and materials necessary to return to school. Older children were to be put in vocational training situations where their basic needs for food and shelter would also be met. Parents were to be provided money to start small businesses whose income would offset that lost when children stopped or reduced the time spent working. Skills training was

²⁶ Under Cambodian law, children 12 years old and over are allowed to do certain forms of “light work” for hours per day provided the family requires the income for survival and the children are allowed to primarily attend school.

designed to lead directly into alternative employment that would pay better and be less dangerous than the work previously done.

The project design effectively addressed the problem of child labor in a broader educational context through awareness raising and training. Provincial education staff was to be mobilized and educated about child rights and child labor. Primary school teachers were to be sensitized and trained in order to better cope with re-entrants and help other children in the community to stay out of hazardous work situations as well as address child labor and child rights issues in the classroom. Schools were to be provided materials (posters, leaflets) that graphically depicted potential safety and health problems at the worksites.

Implementation Issues.

In fact, the education activities under the project were basically implemented as designed. Project inputs were used effectively and efficiently. Training activities for teachers and provincial/municipal education authorities took place as planned, as did the non-formal, formal and skills training for beneficiaries, with some exceptions owing to delayed release of funds by ILO Bangkok.²⁷ The project design was sufficiently flexible to allow implementing agencies to respond to the socio-economic and institutional environment in which they worked. This facilitated implementation and allowed innovative solutions to emerge. Thus, while there was initial friction between education staff and the NGOs in one of the sectors, this apparently did not unduly affect the pace of implementation and was eventually resolved. Where weak capacity or unwillingness among education officials proved a problem, the NGO went to school principals to involve them directly. This same NGO noted the importance of attitudes and the support received from higher up for implementing innovative projects such as this one.

Education, Training, and Employment Outcomes.

The project was designed to raise the awareness of local authorities, employers, and communities about child labor issues and the importance of keeping children in school. It appears to have achieved its objectives in this regard, as changes in attitudes and behavior were evident to the Evaluation Team. Parents who initially resisted becoming involved with the project felt proud and became supporters once their children started showing progress in the CLCs. Needless to say, the role of the credit scheme in reinforcing this attitude shift was probably considerable.

Although the quality was adequate, the quantity of training for education staff (administrators, school directors, and principals) was deemed insufficient by many interviewed. In most cases there were only one or two training events. Funds provided for sensitization workshops were often inadequate because a larger number of staff went for training than originally planned and there was no flexibility in the budget to accommodate this. In consequence, staff was provided with less money for travel and subsistence than government regulations specify.

Pamphlets and posters developed and produced under the project were of good quality but insufficient quantity to cover all classrooms in the target areas. The Department of Non-Formal Education under the Ministry of Education, Youth, and Sport (MOEYS) developed content for a series of 17 booklets dealing with a variety of skills and occupations. These were made available as supplementary reading

²⁷ This issue will be taken up in the context of overall project implementation since it affected activities other than those focused on education and training.

materials at the CLCs and even distributed more widely to other non-formal education centers in Cambodia. Finally, lessons on child rights and child labor were integrated into the general primary education curriculum in the target areas and – most importantly – questions associated with these topics appeared in routine examinations.

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The CLC achieved its objective of providing remedial education and serving as a bridge between work and school or skills training. CLC teachers, who were carefully selected on the basis of well designed criteria, were an important part of this success. Some had considerable pedagogical training and teaching experience. They were recruited, hired by the PDEYS, trained under the project, and received a salary similar to that of primary teachers. The fact that they were only contract workers (and not part of the regular teacher corps) evidently did not affect their dedication to their work. Those interviewed by the Evaluation Team appeared well integrated into the community and trusted by the parents, even in those locales (i.e., Kampong Cham) where there had been initial resistance. In some cases, teachers voluntarily provided adult literacy classes in the evenings.

CLCs surpassed expectations in many respects. In total, (?) children aged 8 - 18 passed through 16 CLCs over a two year period. This included target beneficiaries and children who were not part of the original target group. In fact, in the short time they have been in existence, CLCs have become so popular that children often prefer them to primary school. According to interviewees, this is because CLCs are closer to home and work, are less strict, have more flexible class hours and less rigid attendance requirements, and more learning materials. They do not require the purchase of uniforms, books and learning materials, which cost as much as US\$25 per child per year. Finally, CLC instructors apparently do not solicit additional “tuition” fees from parents, a practice which has become common among primary teachers whose salaries are frequently delayed, partial, or inadequate.

Justified praise for the CLC approach aside, it is important to note that there has been no formal analysis of children’s learning outcomes or whether the remedial education provided has been sufficient to allow children to perform at the same level as those who had never interrupted their primary education in the first place.²⁹ It has been assumed that the instruction in basic literacy and numeracy (which aimed to provide the equivalent of a second or third grade education) provided an adequate base for re-integration into primary school or entry into a skills training program, but there hasn’t been the follow up needed to determine this conclusively from an educational standpoint.

Another weakness was failure to analyze why some children who were re-integrated into primary school subsequently dropped out. While all sectors reported significant improvement in getting children back into primary school, around 20% subsequently dropped out. Various explanations were offered (i.e. migration out of the area, necessity to return to work, school being too far from home) but these were not backed up by hard data. Implementing NGOs were responsible for periodic monitoring and follow-up of children. A standard protocol was developed for use during interviews, and this procedure appeared to be followed. These efforts were often supplemented by those of primary school or CLC teachers, or even communities

²⁸ It is widely recognized that, if an item appears on an examination, teachers will cover the subject matter in class – “if it is on the test, it will be taught.”

²⁹ Anecdotal evidence suggests that CLC training was sufficient for children who went into skills training.

themselves, and appeared adequate. However, there was no uniform approach to collating the information gathered, reporting on school attendance, or analyzing the data, so the root causes of poor attendance and drop out remained vague.

Motivation of primary teachers to monitor beneficiary attendance also varied. Reasons for not following up included: (i) low salaries and low incentives to perform what was regarded as an additional duty; (ii) lack of resources to enable teachers to travel to and from children's home village; (iii) lack of time; (iv) inability to follow up with migrants.

In the case of children receiving skills training, outcomes seemed somewhat clearer and more favorable than for children returning to formal education. Project design recognized that a sizable proportion of children would be too old to re-enter primary school. These children, typically 15 – 17 years old, were allowed to pursue skills training, which followed either an institution-based or a work-based format. Three alternative courses of study were generally available: sewing, hairdressing/make-up application, and motorbike repair.³⁰ These were selected based upon children's interest, availability and cost of training alternatives, and potential employment opportunities. Training that required a heavy investment in learning materials or tools was not supported.³¹ NGOs acted as an intermediary in the process, identifying training options, setting up apprenticeships, and even helping with job placement. One NGO provided children sewing machines or tools to help them start up their own business after their training.

The majority of children appeared to opt for work-based apprenticeships with small shop owners who were paid a fixed fee in return for room and board and possible assistance with job placement. Fees varied according to location and vocation, ranging from US\$50 for sewing in one area to as much as \$180 for motorbike repair in another, with the average being around \$100. A few girls – usually those with stronger education backgrounds – elected to study sewing at local vocational training centers. While more expensive, it was felt their skill level upon completion was higher than those who had opted for apprenticeship. All the children who completed training and could be traced apparently found work in their field of study.³² While most of the beneficiaries stayed in the general area, some of the girls who had studied sewing migrated to Phnom Penh to look for work in the garment industry.

Assessment of labor markets and employment opportunities was left largely to the NGOs. The NGOs' approach was to interview local small shop owners to determine training and employment opportunities in a limited number of areas and match these with children's preferences. Some employment studies were conducted at the outset of the project by Municipal or Provincial Departments of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (M/PDSALVY), but the Evaluation Team was unable to determine their quality or usefulness. In all events, the NGOs played an effective role in job identification and placement role in the context of this project.

Project Relationship to the National Education System and Priority Programs

³⁰ About 80% of the children receiving skills training were girls, hence the preference for certain vocations.

³¹ For example, some boys had expressed interest in automotive repair. The NGO did not provide this because the course was too expensive and the ability of the child to find sufficient capital to start a business after his apprenticeship was too limited.

³² Some children interrupted their studies because they left the area or got married.

Most involvement by education authorities was at the provincial or municipal level where staff were sensitized about hazardous work and trained to follow-up with project beneficiaries who re-entered primary school. At the national level, the Ministry of Education, Youth and Sport (MOEYS) was involved in three respects: (i) participating in national committees overseeing the project; (ii) designing non-formal education materials and (iii) training of CLC teachers. The Department of Non-Formal Education within MOEYS was the key player in designing materials and training teaches, and this was appropriate from the perspective of both the project and the structure of the ministry.

Project fit within the context of national education and training systems and other priority education programs was satisfactory. Although the context evolved with time, the project objectives and instruments remained valid and came to provide a model for addressing child labor issues from an education perspective. This approach has been integrated into the larger context of education and poverty reduction (i.e. Education For All, Priority Action Program, and Millennium Development Goals).

Sustainability, Lessons Learned, and Recommendations.

Most of the education and training interventions supported under this project are eminently replicable given the right circumstances and sufficient budget. However, there is concern over the sustainability of some outcomes if the upcoming Time Bound Program (TBP) does not continue support to the three initial sectors.

Whereas the training provided education staff and CLC teachers were generally adequate for the needs of the project, it was not part of a long term approach to building awareness or capacity. Given this, the new attitudes and behaviors demonstrated during the project may not be sustainable. One-time events and the short duration of this project are generally not sufficient to produce lasting outcomes. Staff need opportunities to refresh and upgrade their knowledge through periodic training. Allowing them to get together periodically to exchange experiences is also an effective way to keep people involved and motivated when salaries and work benefits are low. Educators form a crucial link in the chain of helping children to understand their rights and parents to understand their responsibilities. They need to be thoroughly versed about the legislation governing child labor. Involving school inspectors (who oversee the quality of teaching) could further reinforce efforts in the classroom level.

Imbedding child labor and child rights into the national curriculum and incorporating these topics into the content of pre-service and in-service teacher training would be important in the long term. Given the resistance at the national level to undertaking this as a part of routine curriculum revision and reform, the incremental, province-by-province approach supported under this project probably will work best for the foreseeable future.

Recommendations:

- (i) *Those trained under the project should continue to form part of the education cohort under the TBP. A final workshop for them to share experiences and lessons learned should be held and the most qualified and motivated should become resource persons for new education staff involved with the TBP.*

- (ii) *CLC teachers in the three sectors should continue to receive training. This will not only continue to improve their skills but will respond to accreditation and absorption requirements of the Non-Formal Education Department of MOEYS.*
- (iii) *MOEYS should be provided additional support to begin to integrate child rights and child rights into the national curriculum and pre- and in-service teacher training programs.*

Weak analysis prevented implementers from fully understanding causes of poor attendance and drop out among target beneficiaries. The problem of migrating children was identified in all sectors and cited as a factor complicating follow-up and achievement of targets. The fact that poor families do migrate because of the seasonality of their work (and thereby become “moving targets”) probably was not adequately recognized at the outset.

Recommendations:

- (i) *The TBP should strengthen follow-up and analysis in order to improve, as needed, those interventions designed to keep children in school and out of hazardous work situations. Training NGOs for effective follow-up (and not just compliance with checklists) would help to backstop education staff and further enhance their ability to determine causes of drop out and monitor educational outcomes for individual children.*
- (ii) *The special problems of at-risk children who are part of migrant populations needs to be addressed in the TBP. Ways of doing this would include: (a) strengthening ability to follow-up across provincial borders; (b) enhancing awareness of provincial officials and NGOs and their ability to work with partners in other provinces; (c) providing more budget for transportation and follow up; and (d) providing mobile CLCs which can follow migrating populations.*
- (iii) *The lessons learned under this project regarding effective conditions and pedagogies for non-formal education and skills training aimed at at-risk children, the importance of community support for monitoring and follow-up, and the ability of NGOs to act as brokers for apprenticeship training and job placement should be widely disseminated to national and provincial staff in the education ministry.³³*

The future of the 18 CLCs established under the project is not entirely clear. Some are already within the framework of non-formal education under the national education system, and there are proposals to bring the rest in as well. MOEYS staff interviewed by the Evaluation Team were very positive about the CLC experience and regarded it as a model to be replicated elsewhere. In fact, MOEYS has started its own CLC pilot program and has established 18 CLCs which use the same skills training materials developed for the project. It would make sense to regularize the status of the CLCs and bring them into a national institutional context, provided their initial purpose was not altered. It would be particularly important to: (i) preserve the original purpose of providing working children with remedial education; (ii) retain the high standards for teacher recruitment, training and remuneration; (iii) maintain the

³³ See pages 10 – 18 in “Good Practices and Lessons Learnt in Combating Hazardous Work in Child Labour,” ILO/IPEC 2004

flexibility and child-centeredness of the program; and (iv) keep the strong community orientation and link to skills training opportunities.

Recommendation:

- (1) *CLCs should be mainstreamed into the national education system under the Department of Non-Formal Education within MOEYS without changing their essentially child-centered approach. Obvious links between similar non-formal “re-entry” programs (such as those being supported by UNESCO and UNICEF) should be examined to enhance synergies and avoid duplication.*

Inputs provided to children returning to primary school (uniform, textbooks, learning materials, and occasionally shoes) provided added incentives to poor families unable afford these things. While helpful in achieving the initial purpose, the fact that it was a one-time intervention is a sustainability concern. Provision of uniforms and materials as an incentive to children will only be effective if these children remain targets for assistance during the life of their primary schooling, not the life of the project. The project did not acknowledge the possibility that some children would need such assistance over the long term, and thereby ignored the implications for sustainability and replicability.

Recommendation:

- (i) *The TBP should find ways to address the potential need for long term assistance (uniforms, books, materials) in a sustainable way and continue to involve NGOs in the distribution process.*

Educational performance of beneficiaries should be tracked and their knowledge tested in order to demonstrate their mastery of subject matter and legitimate the learning approach taken by the CLCs. Although primary students are periodically tested and this determines whether they will pass to the next grade, neither examination outcomes nor the children themselves are tracked over the course of their education. While weak assessment is commonly a feature in countries at Cambodia’s level of educational development, having information on the performance of target populations is crucial to assessing outcomes and determining whether CLC curriculum is adequate or needs adjustment.

Recommendation:

- (ii) *The TBP should provide for an assessment of learning outcomes by designing testing instruments, training education staff in their use, and providing technical assistance to the MOEYS to analyze the data.*
- (iii) *Children should receive certificates of equivalency upon leaving CLC programs. Awarding children who have completed CLC training a diploma which certifies that they are qualified to re-enter primary school anywhere in Cambodia would be a particular boon for migrant children.*

Evidently, the mandate of M/PDSALVY does not call for active intervention in monitoring labor markets or job placement. Nor do they serve as an employment clearinghouse. Although there were occasions where municipal or provincial staff stepped in to assist, this was on an exceptional basis. The overall responsibility for job identification and placement was left to the NGOs, and this appeared to work well under this project.

Recommendation:

- (iv) *If splitting the Ministry of Social Affairs and Labor in two involves adding a greater responsibility for monitoring labor and employment issues or greater involvement in job placement, the TBP might consider strengthening the capacity of Provincial Labor Departments in guidance and placement in order to help institutionalize the function within the overall government structure.*

Last, but not least, a child's ability to avoid hazardous labor and stay in school depends upon the poverty level of the family. Children who cannot attend regularly because they are pulled out of school to help generate income for the family cannot advance to the next grade and may end up repeating the same grade two or even three times. Without continued assistance to parents, favorable outcomes such as those seen under the project may not be sustainable.

Recommendation:

- (v) *The TBP should continue this integrated form of assistance and enhance credit amounts and opportunities for the poorest members of the community.*